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Administrative and budgetary aspects of the financing of the United Nations peacekeeping operations

Comprehensive review of the support account for peacekeeping operations

Report of the Secretary-General

Summary

The present report is submitted pursuant to General Assembly resolution 70/287, in which the Assembly requested the Secretary-General to present, at the second part of its resumed seventy-second session, a comprehensive review of the support account for peacekeeping operations to ensure that it broadly corresponded to the evolving mandate, number, size and complexity of peacekeeping missions and to the implementation of organizational transformation initiatives.

The General Assembly is requested to take note of the report.

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I. Introduction

1. The present report has been prepared pursuant to paragraph 10 of General Assembly resolution 70/287 on the support account for peacekeeping operations, in which the Assembly recalled paragraphs 11, 13 and 18 of the related report of the Advisory Committee on Administrative and Budgetary Questions (A/70/837), emphasized that support functions should be scalable to the number, size and scope of peacekeeping operations, and in this regard requested the Secretary-General to present, at the second part of its resumed seventy-second session, a comprehensive review of the support account to ensure that the support account broadly corresponded to the evolving mandate, number, size and complexity of peacekeeping missions and to the implementation of organizational transformation initiatives.

2. The present report also responds to paragraphs 66 and 67 of General Assembly resolution 70/286 on cross-cutting issues, in which the Assembly recalled paragraph 63 of its resolution 69/307, reiterated its request that the Secretary-General develop scalability models for the support account for peacekeeping operations, recalled paragraph 47 of the related report of the Advisory Committee (A/70/742) and requested the Secretary-General to ensure that all scalability models took into account, inter alia, workload factors and efficiency gains.

A. Review of the recommendations contained in the report of the Advisory Committee on Administrative and Budgetary Questions

3. In paragraph 11 of its report (A/70/837), the Advisory Committee recalled that the General Assembly, most recently in its resolution 69/308, had emphasized that the support account should broadly correspond to the mandate, number, size and complexity of peacekeeping missions, and reiterated the Assembly's request, contained in the same resolution, that the Secretary-General review the level of the support account on a regular basis, taking into consideration the number, size and complexity of peacekeeping operations, and that support functions should be scalable to the size and scope of peacekeeping operations.

4. In paragraph 13 of the same report, the Advisory Committee highlighted its concern, expressed in previous reports, over the apparent upward shift in the grade structure of the United Nations Secretariat (see A/68/7, para. 102; A/69/572, para. 134; A/70/7, para. 88; and A/70/764, para. 10). While noting the increasing demands placed on the Organization, the Committee did not believe that this should necessarily translate into an upward trend in terms of senior positions, since that might lead to the fragmentation of leadership responsibilities and diffused accountability. Therefore, the Committee expected that greater efforts would be undertaken to ensure that, before proposals for high-level positions were presented, a review of existing functions and structures was undertaken.

5. In paragraph 15 of the same report, the Advisory Committee recalled that the General Assembly, in its resolution 62/250, had reiterated the request made in its resolution 61/279 that the Secretary-General submit a comprehensive report on the evolution of the support account in the context of the budget proposal for the support account for the 2009/10 period. As explained in section VII below, the United Nations Secretariat commissioned a study on the evolution of the support account by external management consultants and reported thereon in the budget report for the support account for 2009/10 (see A/63/767 and A/63/767/Corr.1, paras. 54–62).

6. The study noted that over time, the core role of the support account had changed from backstopping to a centre of support services, as the nature of the missions and the demands placed on peacekeeping personnel had evolved, but that in spite of an

overall increase in support account posts over time, posts had not kept pace with increases in the volume and complexity in transactions.

7. Furthermore, the study noted minor opportunities for efficiency and economy improvements from better use of information technology, revised delegation of authority and other enhancements, which could be better utilized to meet increasing demand rather than capturing expense reductions.

8. In paragraph 18 of its report (A/70/837), the Advisory Committee noted that, since the time when the above-mentioned review had been undertaken, the level of resources under the support account had continued to increase. The Committee also noted that over the same period, the implementation of organizational transformation initiatives such as the global field support strategy and its related focus areas, including shared service centres and supply chain management improvements, as well as the Umoja enterprise resource planning system, had created opportunities for greater economy, efficiency and flexibility in the delivery of operational support services for field missions.

B. Present comprehensive review

9. The present comprehensive review of the support account used in-house capacity and institutional knowledge to examine the often-cited complexities of backstopping peacekeeping operations and the ways in which past and present initiatives [1] of the Secretary-General address the imperative that backstopping functions adequately support field missions, with efficient and effective delivery that broadly corresponds to the mandate, number, size and complexity of peacekeeping missions.

10. The present comprehensive review drew upon the findings of past studies. It looks at the nature of present-day support functions and their underlying workload activity drivers and examines the overall level of the support account over the past decade or so to determine the extent to which it correlates to the overall level of peacekeeping operations.

II. Background

A. The question of backstopping peacekeeping operations

11. The United Nations has been involved in peacekeeping operations since 1948. While the nature and level of peacekeeping may change, backstopping support for peacekeeping operations at Headquarters will and must continue. Backstopping is defined generally as the overall direction, assistance and guidance given to peacekeeping operations by the Department of Peacekeeping Operations, the Department of Field Support, the Department of Management and other relevant departments and offices at Headquarters to ensure the effective planning, implementation and liquidation of peacekeeping missions. Providing support for well-coordinated, timely and effective responses to mandates for the implementation of peacekeeping operations requires an adequate and constant level of resources for the Secretariat.

[1] The global service delivery model and the global field support strategy (including the establishment of the Regional Service Centre in Entebbe, Uganda) as well as supply chain management, enabled by the deployment of Umoja; the further deployment of Umoja functionalities; the peace and security architecture; management reforms; and the peacebuilding architecture.

12. The concept of "overload" posts for backstopping was introduced in 1957, in connection with the United Nations Emergency Force (UNEF).[2] At that time, such posts were financed from the peacekeeping mission that they supported. In time, as the number of peacekeeping missions increased, it became apparent that identifying such posts in relation to a particular peacekeeping mission was somewhat arbitrary, since incumbents performed tasks for any number of missions interchangeably.

13. The need to rationalize this issue and to address increases in backstopping activities led to the concept of the support account for peacekeeping operations and proposals on its approach and use. In May 1991, the General Assembly, in its resolution 45/258, approved the establishment of the support account, effective 1 January 1990.[3] From 1991 to 1993, resources from the support account were provided to departments and offices after the prior concurrence of the Advisory Committee had been obtained, with subsequent reporting to the Assembly. Since 1994, on the recommendation of the Committee, the Assembly has been provided with all relevant information, on the basis of which it has approved additional posts and other non-post expenditures.

14. Since 1991, overload posts have been financed by the inclusion in the budget of each peacekeeping mission concerned of an amount equal to 8.5 per cent of the cost of the civilian staff component of that mission.

15. The 8.5 per cent formula was derived from the cost of the 92 overload posts existing at the time, along with the cost of the total civilian staff posts approved for the five peacekeeping missions then in place (the United Nations Peacekeeping Force in Cyprus (UNFICYP), the United Nations Disengagement Observer Force (UNDOF), the United Nations Interim Force in Lebanon (UNIFIL), the United Nations Iran-Iraq Military Observer Group and the United Nations Observer Group in Central America). The selection of the formula was a pragmatic choice, with the purpose of generating sufficient income to finance the cost of overload posts existing at the time. Even then, the Secretary-General had noted that this approach represented a first step, which would be subject to review and adjustment. In July 1995, the General Assembly, in its resolution 49/250, decided to maintain the methodology on the understanding that this percentage should be reviewed annually and for the first time no later than the spring of 1996, taking into account the report to be submitted by the Board of Auditors.

16. In his report on the support account of 29 February 1996 (A/50/876), the Secretary-General informed the General Assembly that the funding formula needed

[2] Prior to the establishment of the support account for peacekeeping operations, support was provided from the separate budgets of the then-existing peacekeeping operations. This support related to what were called "overload" posts, a concept that first appeared in the budget for UNEF. This is illustrated in the report of the Secretary-General on UNEF of 9 October 1957, which contained the estimated costs of UNEF for the first financial period from November 1956 to 31 December 1957. In annex I to that report, it was indicated that 31 posts had been established in New York and Geneva to alleviate overloads caused by UNEF operations (see A/3694, annex I, sect. I (b) (v)). Thus, overload posts, as the name implies, were created to deal with the additional workload at Headquarters locations caused by a peacekeeping operation. Each overload post was specifically paid for by the operation that it supported. As the number of peacekeeping operations multiplied, it became clear that, in practice, it was very difficult to state that a particular post related to only one operation, since the incumbents performed their tasks with respect to any number of operations interchangeably. It was in an effort to rationalize what had become an arbitrary practice of assigning particular overload posts to particular peacekeeping operations that the unified support account concept emerged.

[3] The support account became operational through the incorporation of resources relating to the overload posts funded from the separate budgets of the five peacekeeping operations that were financed at the time on an ad hoc basis outside the scope of the regular budget (see A/45/493, para. 8).

to be reconsidered because it did not foresee or take account of: (a) the subsequent expansion in the scope, scale and complexity of peacekeeping operations, and consequently the role, responsibilities, effectiveness and timeliness of Headquarters backstopping support; and (b) support requirements for closed peacekeeping missions. Moreover, since 1992, the level of support account income generated annually, by use of the funding formula, had been insufficient to finance in full the actual requirements. No overexpenditure had occurred because of fortuitous savings arising from high post vacancy rates. However, that situation could not be expected to continue.

17. After discussing and discarding a number of the options considered, the Secretary-General proposed, as the most practical and logical alternative, that once the General Assembly had discussed and approved the minimum requirements for backstopping activities at Headquarters for the 12-month fiscal period ending 30 June of the following year, it should then appropriate the related resources, which should be assessed on the same scale as that used for peacekeeping assessments. Any unencumbered balance would be reported. The review and approval of support account requirements would be based on actual backstopping workload experience of prior years and the projected workload for the next year, taking into account the number, scope, scale and complexity of active, completed and closed peacekeeping missions supported. The Secretary-General expressed his belief that the adoption of this approach would provide the Secretariat with an adequate, assured and predictable annual level of necessary Headquarters backstopping resources.

18. In its related report (A/50/897), the Advisory Committee, while recommending the approval of the Secretary-General's proposal, stated that it did not believe a case had been made for separate appropriation and assessment of resources for the support account. Rather, the Committee believed that a quantum of resources should be established on an annual basis for the requirements of the support account based on a convincing analysis of overall backstopping requirements. Once the General Assembly had approved the minimum 12-month quantum of resource requirements, they would be prorated among the individual peacekeeping operation budgets rather than appropriated and assessed separately. Annex II to the report contained a letter from the Controller confirming that prorating was feasible and outlining the modalities to be implemented.

19. In June 1996, the General Assembly, in paragraph 3 of its resolution 50/221 B, approved, on a provisional basis, the proposals of the Secretary-General on the support account funding mechanism contained in his report of 29 February 1996 (A/50/876), as amended by the Advisory Committee in paragraphs 35 to 37 of its related report (A/50/897) and in annex II thereto.

20. The approved support account funding mechanism entailed approving a 12-month support account budget for the following financial period, applying any support account unencumbered balance from the prior financial period to the budget for the following financial period,[4] and prorating the net balance of the approved budget for the support account for the next financial period among the individual active peacekeeping budgets for the next financial period.

21. This financing mechanism remains in force today.

[4] Since 2003 (see General Assembly resolution 57/318), it has been the practice of the General Assembly to apply the excess of the Peacekeeping Reserve Fund (attributable to accrued interest income) at the end of the peacekeeping financial period to the financial requirements of the support account.

Core posts (fixed) and non-core (variable) posts

22. In 1995, in paragraph 10 of his report on the support account (A/49/717), the Secretary-General maintained that, whether or not there were peacekeeping operations, the Secretariat must have a capability, a permanent infrastructure, for carrying out the functions that were central or "core" to peacekeeping, representing fixed costs to the Organization, and that backstopping functions that fluctuated with the number and size of peacekeeping operations were, effectively, "non-core", representing variable costs to the Organization. In the report, the Secretary-General proposed to move to the programme budget the funding source of core functions — a permanent capability for peacekeeping, including a minimum start-up capacity — which needed to continue even if no ongoing peacekeeping operations existed.

23. The Secretary-General defined seven core functions: (a) executive direction; (b) policy formulation and guidance; (c) data collection, research and analysis; (d) liaison with Member States and intergovernmental, regional and non-governmental bodies and coordination within the United Nations system; (e) operational planning; (f) administrative planning; and (g) start-up capacity. He proposed that activities necessary to perform the core functions be funded from the regular budget.

24. Building on the scope and use of the support account and the regular budget presented in his previous report (A/48/470/Add.1), the Secretary-General further divided departments and offices receiving resources under the support account into three categories, namely: (a) offices that had direct responsibilities exclusively for backstopping peacekeeping operations; (b) offices that had direct but not exclusive responsibilities for backstopping peacekeeping operations; and (c) offices whose programmes might be affected, but to a much lesser degree, by additional work required in support of certain elements of peacekeeping operations. The Secretary-General proposed that the offices that had direct responsibilities exclusively for backstopping peacekeeping operations (category (a)) be provided with sufficient regular budget resources to finance the requisite number of posts for core functions. For category (b), the support account would be used for backstopping activities arising from the increased volume of work related to the number and size of peacekeeping operations; and for category (c), the support account would be used for backstopping activities when their absorptive capacity could not bear the additional workload resulting from the overall demand for backstopping activities.

25. The conclusion of the Advisory Committee on Administrative and Budgetary Questions with regard to the core/non-core issue reflected the discussion that continued from the forty-seventh to the forty-ninth session of the General Assembly[5] on the scope and use of the support account. In paragraph 21 of its report of 24 May 1995 (A/49/904), the Advisory Committee expressed the opinion that an attempt to define "core" and "non-core" might in fact lead to a time-consuming debate in the Assembly on the nature of each and every post in an atmosphere of conflicting interests, in view of the use for funding the peacekeeping support account of an assessment scale different from that used in the regular budget. The Committee recognized that it might no longer be useful to continue to try to compose arbitrary and, in the end, inevitably rigid and artificial criteria for core and non-core posts and activities.

26. The Advisory Committee believed that, after several years of experience with the support account, it had become necessary to refocus on the main objective of the support account with a view to achieving better use of resources. The Committee therefore recommended that the concept of a support account be maintained, but that

[5] See related reports of the Secretary-General (A/48/470/Add.1 and A/49/717) and of the Advisory Committee (A/47/757, A/48/757, A/49/778 and A/49/904).

simplicity be restored to the procedures for the approval of expenditures (ibid., paras. 21–22).

27. In July 1995, the recommendations were endorsed by the General Assembly in its resolution 49/250.

28. In its resolution 50/221 A, the General Assembly also requested the Secretary-General to ensure that all submissions relating to the backstopping at Headquarters of peacekeeping operations were presented in the context of the report on the support account. Accordingly, budget proposals have been presented under successive support account submissions and approved by the Assembly in its resolutions on the support account.

B. Impact of major initiatives on the backstopping activities

An agenda for peace (1992)

29. In February 1992, in the context of his note to the General Assembly on the restructuring of the Secretariat of the Organization (A/46/882), the Secretary-General indicated that, in order to strengthen the capacity of the Secretariat in the area of peacekeeping and to enhance its planning and managerial capability, he had established the Department of Peacekeeping Operations, which incorporated the former Office of Special Political Affairs. In December 1992, the Assembly, in its resolution 47/71, welcomed the creation of the Department. This was part of a larger reform effort that had arisen as a result of the first Security Council summit at the level of Heads of State or Government, held in January 1992 and in response to the report of the Secretary-General entitled "An agenda for peace: preventive diplomacy, peacemaking and peacekeeping" (A/47/277-S/24111), which provided an analysis and recommendations on ways to strengthen and make more efficient, within the framework and provisions of the Charter, the capacity of the United Nations for preventive diplomacy, peacemaking and peacekeeping.

30. As the Secretary-General pointed out in his report on improving the capacity of the United Nations for peacekeeping (A/48/403–S/26450), the complexity of directing and managing worldwide peacekeeping operations required timely, efficient and effective collaboration, coordination and backstopping from a number of Secretariat offices. The unprecedented expansion of peacekeeping operations had had a major impact on the capacity of those offices to carry out their mandated activities in a timely, efficient and effective manner. The increase in the number and magnitude of peacekeeping operations had affected all departments carrying out backstopping activities. While efforts had been made, on the one hand, by the Secretary-General to absorb as much as possible the additional workload and, on the other, by programme managers readjusting work programmes, it had not been possible to meet the demands for the increased level of all aspects of backstopping support at the expected scale of operations.

31. Until 1991, peacekeeping operations implemented primarily observation and interposition mandates. The advent of multi-component missions in 1992 and 1993 changed the focus of and the requirements for backstopping support. While mission staffing had grown dramatically, there had not been a concomitant increase in resources for backstopping support at Headquarters. Accordingly, expanded use of the support account was necessary. The scope of the Secretariat's activities requiring supplementary resources for the backstopping of peacekeeping operations ranged from those being carried out in substantive areas to those in administrative and other support areas. However, it was proposed that ongoing substantive work, such as political research and analysis, be financed from the regular budget.

Conversion of gratis personnel (1997)

32. In December 1997, the General Assembly, in its resolution 52/220 A, reiterated its request that gratis personnel be phased out in accordance with the provisions of resolution 51/243 on gratis personnel provided by Governments and other entities. In June 1998, the Assembly, in its resolution 52/248, approved the conversion of 53 gratis personnel to posts. Priority was given to functions related to military expertise and civilian police, where the services of active service military/police personnel would be required, and qualified personnel could be secured only in those circumstances where a Member State was in a position to release personnel on secondment from their national service obligations.

Report of the Panel on United Nations Peace Operations (2000)

33. In March 2000, the Secretary-General convened the Panel on United Nations Peace Operations, chaired by Lakhdar Brahimi, former Minister for Foreign Affairs of Algeria, to prepare a report on enhancing the effectiveness of United Nations peace operations. The report of the Panel was issued in August 2000 (see A/55/305–S/2000/809). In the report, the Panel noted that there was a certain relationship between the required staffing levels in the Department of Peacekeeping Operations and the number and complexity of peacekeeping missions being supported. However, any mechanism for growth or retrenchment in staffing must also presume that a certain base level of staffing was required, irrespective of expected fluctuations in peacekeeping activity. Such baseline staffing should apply first and foremost to management, strategic planning and policy and capacity development. Furthermore, the Panel noted that it was only when sufficient resources could be devoted to these areas, with the associated time needed to develop and put into place the required managerial structures and procedures, that the Department would possess a sufficiently firm base to be able to flexibly expand or contract. A baseline staffing level would also maintain sufficient staff for operational planning and support at a level of peacekeeping activity to be expected at any given time based on historical trends.

34. The Panel on United Nations Peace Operations addressed a number of issues related to, inter alia, the need for more urgent policy development and support for realistic mandates, a capacity for information management and strategic analysis, improved mission guidance and leadership, rapid deployment standards and "on-call" expertise, and enhancement of the capacity at Headquarters to plan and support peace operations. While the Panel made clear that the problems of the United Nations would not be solved by merely throwing additional resources at them, it also stressed the importance of having an effective Headquarters support capacity.

35. The Secretary-General's response to the report of the Panel on United Nations Peace Operations was provided in four subsequent documents, namely, the report of the Secretary-General on the implementation of the report of the Panel (A/55/502), the report of the Secretary-General on the resource requirements for implementation of the report of the Panel (A/55/507 and A/55/507/Add.1), the report of the Secretary-General on implementation of the recommendations of the Special Committee on Peacekeeping Operations and the Panel (A/55/977) and the statement by the Secretary-General on the comprehensive review of the whole question of peacekeeping operations in all their aspects (A/C.5/55/46, A/C.5/55/46/Corr.1 and A/C.5/55/46/Add.1).

36. In response to the recommendations of the Panel on United Nations Peace Operations, the Secretary-General called for the reorganization and strengthening of existing structures and the creation of new entities. In this regard, the General Assembly endorsed the recommendations of the Advisory Committee on

Administrative and Budgetary Questions contained in its related reports (A/56/478 and A/56/619) and, in December 2001, gave its approval, in its resolutions 56/241 and 56/255, with respect to an additional 125 posts under the support account for the 2001/02 period, for the Department of Peacekeeping Operations (91 posts), the Department of Management (26 posts), the Office of Internal Oversight Services (4 posts) and the Office of the United Nations Security Coordinator (now the Department of Safety and Security) (4 posts).

Resident auditors and investigators in the Office of Internal Oversight Services (2005)

37. The resources for internal oversight had previously been budgeted partially under individual peacekeeping mission budgets. In the interest of effective administration and transparency, the overall requirements for oversight services were gradually consolidated under the support account starting in the 2003/04 period. Since 2000, the volume of reports alleging violations in the peacekeeping missions has increased significantly, and in that context, the concept of the resident investigator was born and grew over time to be a very successful way in which to quickly and efficiently investigate peacekeeping cases. In June 2005, in the context of the proposal contained in the statement by the Secretary-General on the comprehensive review on a strategy to eliminate future sexual exploitation and abuse in United Nations peacekeeping operations (A/C.5/59/28/Add.1 and A/C.5/59/28Add.1/Corr.1), the General Assembly, in its resolution 59/301, approved the establishment of 31 posts and 31 general temporary assistance positions for the resident investigators in the 2005/06 period.

Procurement and human resources reforms (1997–2008)

38. In parallel, over the years, the value of procurement significantly increased as a direct result of the unprecedented surge in peacekeeping operations. The Secretary-General presented strategic procurement reform actions in his report of 12 May 2006 entitled "Investing in the United Nations: for a stronger Organization worldwide: detailed report" (A/60/846/Add.5 and A/60/846/Add.5/Corr.1), which was focused primarily on: (a) the strengthening of internal control measures; (b) the optimization of United Nations acquisition management resulting in a reduction of acquisition costs; and (c) the strategic management of United Nations procurement. In June 2006, the General Assembly, in its resolution 60/268, approved resources for general temporary positions for the Procurement Service and the Headquarters Committee on Contracts in the Department of Management and for procurement-related functions in the Office of Legal Affairs and the Department of Peacekeeping Operations.

39. In 1997, the Secretary-General, in his report entitled "Renewing the United Nations: a programme for reform" (A/51/950 and A/51/950/Corr.1), launched a review of the management of the Organization's human resources in order to enhance its effectiveness and strengthen the international civil service. The subsequent report of the Secretary-General on human resources management reform (A/53/414), issued in October 1998, which drew extensively on the recommendations of the Task Force on Human Resources Management,[6] set out a vision of organizational change and a programme of action. The need for a new culture of empowerment, responsibility, accountability and continuous learning was recognized in the report. Also stressed

[6] The Task Force, composed of human resources experts from the public and private sectors worldwide and chaired by the Assistant Secretary-General for Human Resources Management, was constituted in January 1998 and received inputs from management and staff (see A/53/414, para. 4).

was the importance of a more strategic role for human resources management in the Organization in implementing organizational change.

40. In 2000, the Secretary-General introduced a new organizational human resources framework based on a series of building blocks for the human resources management reform, which were integral elements of the drive to improve the Organization's delivery of programmes (see A/55/253 and A/55/253/Corr.1). In addition, building on the recommendations of the Panel on United Nations Peace Operations (see A/55/305-S/2000/809), the Organization focused its efforts on improving its ability to meet its mandate to recruit and retain high-quality civilian staff for United Nations peace operations. Related actions included human resources requirements forecasting and targeted outreach and recruitment efforts to identify and build rosters of precleared candidates available for deployment to United Nations peace operations at short notice; standardizing mission structures to the extent possible and generic job-profiling to ensure rational organizational structures that responded to mission mandates and consistent job design and classification for field missions; and efforts to put in place conditions of service that offered job security, recognized the arduous requirements of work in field operations and better enabled the Organization to recruit and retain high-quality civilian personnel for United Nations peace operations.

41. In response to the recommendations of the Panel on United Nations Peace Operations and those of the Joint Inspection Unit, as approved by the General Assembly in its resolution 58/257, adopted in December 2003, a study was carried out that showed the need to designate 2,500 career positions for the development of a cadre of highly mobile, experienced, trained and multi-skilled civilian staff to meet the baseline human resources requirements of United Nations peace operations. The results of the study and details regarding the proposed designation of those 2,500 career positions were set out in the report of the Secretary-General of 22 August 2006 entitled "Reforming the Field Service category: investing in meeting the human resources requirements of United Nations peace operations in the twenty-first century" (A/61/255/Add.1 and A/61/255/Add.1/Corr.1).

42. Thus, to improve the effectiveness of support functions at Headquarters for peacekeeping operations, the United Nations undertook a number of critical reform initiatives, including human resources reform and procurement reform and the increased professionalization of oversight and management functions at Headquarters, as approved by the General Assembly in its resolution 63/250 on human resources reform and its resolution 63/265 on oversight and procurement reform, both of which had been adopted in December 2008. Those thematic mandates and reform support initiatives had increased the required quantity of service lines and quality of service provided by departments and offices; for example, procurement reform required strict segregation of duties between requisitions and allotments, thereby necessitating two separate posts. In June 2009, in its resolution 63/287, the Assembly approved the establishment of an additional 31 posts and positions for the Office of Human Resources Management and 7 posts and positions for the Office of Central Support Services.

Comprehensive review of peacekeeping operations and the establishment of the Department of Field Support (2005–2007)

43. By 2005, most of the recommendations of the Panel on United Nations Peace Operations directed at the Secretariat had been implemented. Those outstanding were re-examined in the light of developments in peacekeeping and were subsequently incorporated into a new five-year reform agenda known as Peace Operations 2010. It identified five areas in need of priority attention: doctrine, personnel, partnerships, organization and resources. The Secretary-General elaborated on the progress

achieved in the first year of this reform agenda and plans for the next in his reports on the implementation of the recommendations of the Special Committee on Peacekeeping Operations (A/61/668) and on the overview of the financing of the United Nations peacekeeping operations (A/61/786). The Special Committee, in its report on its 2006 substantive session (A/60/19), welcomed Peace Operations 2010.

44. In 2006, the Office of Internal Oversight Services, in its report on the audit of the management structures of the Department of Peacekeeping Operations (A/61/743), made recommendations that underscored the need for the Department to have an appropriate baseline staffing and funding level to ensure that it provided adequate support for peace operations. Similarly, the Special Committee on Peacekeeping Operations, at its 2006 session, reaffirmed the urgent need to strengthen the operational capacity of the United Nations at all levels in the field and at Headquarters.

45. In March 2007, the General Assembly, in its resolution 61/256 on strengthening the capacity of the Organization in peacekeeping operations, affirmed its support for the restructuring of the Department of Peacekeeping Operations, including the establishment of a Department of Field Support. The Assembly requested the Secretary-General to submit a comprehensive report elaborating on the restructuring of the Department of Peacekeeping Operations and the establishment of the Department of Field Support, taking into account, inter alia, the recommendations in the report of the Office of Internal Oversight Services (A/61/743), for its consideration.

46. The Secretary-General, in his comprehensive reports on strengthening the capacity of the United Nations to manage and sustain peace operations (A/61/858, A/61/858/Corr.1, A/61/858/Add.1 and A/61/858/Add.1/Corr.1), proposed the consequential changes in resources related to the restructuring of the Department of Peacekeeping Operations, including the establishment of the Department of Field Support, as the increasing complexity of the mandates had meant a rapid increase in the number of integrated missions established. This was accompanied by an increasing presence of regional and multilateral peacekeeping forces either prior to United Nations deployment or along with peacekeepers.

47. The growing number of actors in the field, while a welcome development, had driven an unprecedented degree of coordination and cooperation with United Nations agencies, funds and programmes, as well as with the Bretton Woods institutions, multilateral and regional organizations, bilateral donors and Member States. At the field level, peacekeeping missions were working closely with United Nations country teams and other partners to address these mandated tasks in a comprehensive and coordinated manner. In June 2007, the General Assembly, in its resolution 61/279, decided to establish the Department of Field Support and approved the establishment of 268 additional posts and positions (109 posts and positions in the Department of Peacekeeping Operations, 74 posts and positions in the Department of Field Support (in addition to the 353 posts transferred from the Office of Mission Support in the Department of Peacekeeping Operations), 30 posts and positions in the Department of Management, 38 posts and positions in the Office of Internal Oversight Services, 8 posts and positions in the Department of Safety and Security, 2 posts in the Executive Office of the Secretary-General, 5 posts and positions in the Office of Legal Affairs and 2 posts in the Department of Public Information).

Review of the Office of Military Affairs (2008)

48. On the basis of the lessons identified and the increasingly complex nature of peacekeeping missions, particularly those involving a Chapter VII mandate and partnerships with other organizations, it was decided that there was a need for a

different form of military headquarters in the Secretariat: one that would provide a higher degree of strategic military planning, guidance, support and oversight required, including specialized military capacities.

49. In his report on the comprehensive analysis of the Office of Military Affairs in the Department of Peacekeeping Operations (A/62/752), the Secretary-General proposed to strengthen substantially the Office of Military Affairs to increase the degree and quality of the military strategic advice, support, guidance and oversight provided to field missions, without changing the existing chain of command. The unity of command would be strengthened by allowing the leadership in the Secretariat and at field missions to make better-informed, timely and agreed decisions based on common assessments of situations, which would lead to improved contingency plans and crisis responses. In addition, the changes would address critical gaps, including the need for military specialists and the required mission start-up capability.

50. Combined, the enhancement and strengthening of the Office of Military Affairs would promote increased confidence on the part of Member States in the leadership, management and support of the military aspects of peacekeeping operations. The General Assembly, in its resolution 62/250, approved 45 posts for the Department of Peacekeeping Operations and the Department of Field Support.

Global field support strategy (2010–2016)

51. The implementation of the global field support strategy saw adjustments to resources in the Department of Field Support under the support account. In June 2010, the General Assembly, in its resolution 64/269, noted the concept of the strategy, which outlined a broad and useful framework for improving the efficiency and effectiveness of service delivery and for the better use of resources. The resolution provided clear direction on the principles underpinning the implementation of the strategy and detailed specific decisions and requests, including by underlining the central role of Headquarters in strategic policymaking and oversight with respect to relevant rules, regulations and procedures and the need for close consultation with Member States, in particular troop-contributing countries. During three budget periods, 2010/11, 2011/12 and 2012/13, 35 posts under the support account were transferred to the United Nations Logistics Base at Brindisi, Italy, as part of the global field support strategy.

Establishment of the United Nations Office to the African Union (2010–2017)

52. The United Nations Office to the African Union was established in 2010 to streamline the Secretariat's presences in Addis Ababa working on peace and security matters with a view to enhancing the partnership with the African Union in the area of peace and security and providing coordinated and consistent United Nations support to the African Union on both long-term institutional capacity-building and short-term operational support matters. In June 2010, the General Assembly, in its resolution 64/288, approved a total of 57 posts under the support account for the United Nations Office to the African Union. In relation to the efficiency gains realized from the co-location of the Office in the new premises of the Economic Commission for Africa, primarily through the increasing use of common services, the Office proposed the reduction of three posts under the support account for the 2013/14 period, which was approved in June 2013 by the Assembly in its resolution 67/287.

53. The role of the United Nations Office to the African Union had also grown in order to raise awareness about the primacy of politics that underpins any operational engagement in response to a crisis, as well as the need to establish the necessary synergies among the various components of the African Peace and Security Architecture.

54. In December 2016, the General Assembly, in its resolution 71/270, recognized the increasing complexities of the issues in the region, emphasized the importance of enhancing partnership, collaboration and cooperation between the United Nations and the African Union, and approved the restructuring of the Office, including the establishment of an additional two D-1 posts and one National Professional Officer post, offset by the net decrease of four national General Service posts and one Field Service post.

High-level Independent Panel on Peace Operations (2015)

55. In his report on the budget for the support account for the 2017/18 period (A/71/806), the Secretary-General made proposals aimed at further realigning resources with the emerging priorities of the Organization, in line with his report entitled "The future of United Nations peace operations: implementation of the recommendations of the High-level Independent Panel on Peace Operations" (A/70/357-S/2015/682), issued in response to the recommendations of the Panel (see A/70/95-S/2015/446).

56. The General Assembly subsequently approved the establishment of 18 posts and 6 general temporary assistance positions, offset by the abolishment of 11 posts and 2 general temporary assistance positions, which realigned the capacity of the support account through the reprioritization of activities in the areas of strategic communications, force generation, peace sustainment programmes, the prevention of sexual exploitation and abuse, environmental responsibility, the medical framework, staff safety and human rights.

C. Departments and offices under the support account

57. Reflecting the increased number of United Nations peacekeeping operations; the political geography of the deployments, some of them into Africa's most difficult terrain; the trend towards broad and complex integrated mandates; the more robust conception of peacekeeping; and the increasing reliance on partnerships with regional and other actors, the size and composition of the support account has evolved significantly since its inception.

58. In 1990, five departments and offices had posts and positions that were financed under the support account, namely, the Office for Special Political Affairs, the Office of Legal Affairs, the Executive Office of the Secretary-General and the Department of Administration and Management, as well as the Internal Audit Division in the Department.

59. In the early 1990s, as noted in paragraphs 29 and 30 above, the Secretary-General, in his report entitled "An agenda for peace: preventive diplomacy, peacemaking and peacekeeping" (A/47/277-S/24111) and his report on improving the capacity of the United Nations for peacekeeping (A/48/403-S/26450), pointed out that the complexity of directing and managing worldwide peacekeeping operations required timely, efficient and effective collaboration, coordination and backstopping from a number of Secretariat units. During the period from January 1992 to May 1994, the support account saw its first phase of expansion, with an additional 252 posts being established under the account, comprising 168 posts in the Department of Peacekeeping Operations and its Field Operations Division, 73 posts in the Department of Management, 8 posts in the Office of Internal Oversight Services, 2 posts in the Office of Legal Affairs and 1 post to support the Advisory Committee on Administrative and Budgetary Questions.

60. In March 2007, more than a decade later, the General Assembly affirmed its support for the restructuring of the Department of Peacekeeping Operations,

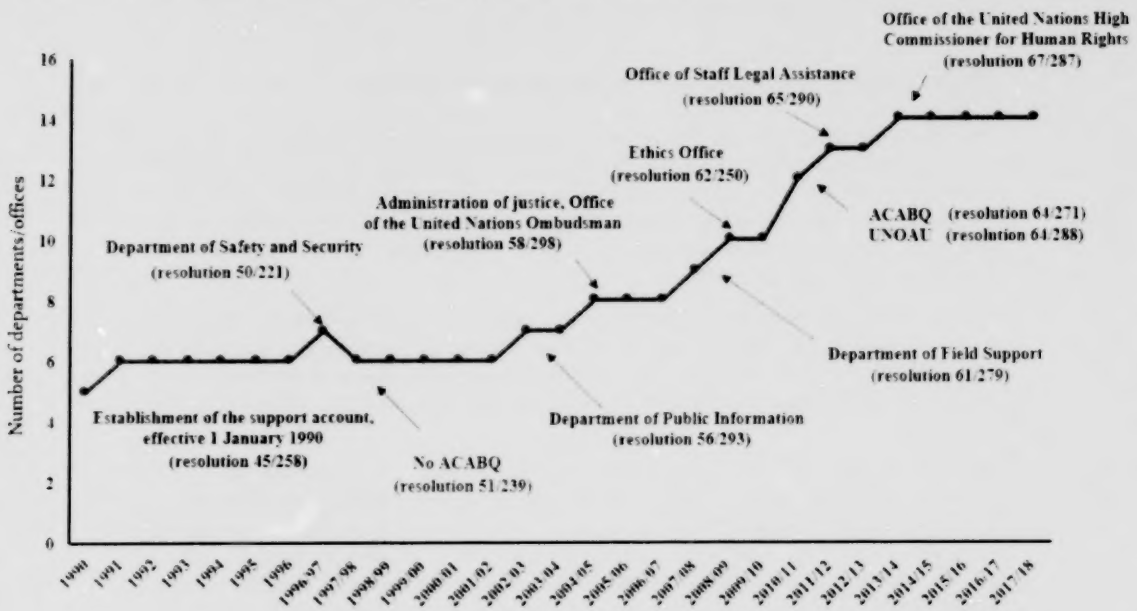
including the establishment of the Department of Field Support, in its resolution 61/256 on strengthening the capacity of the Organization in peacekeeping operations, and in June 2007 it decided to establish the Department of Field Support in its resolution 61/279 on strengthening the capacity of the United Nations to manage and sustain peacekeeping operations. To strengthen the efficiency and coherence of the support provided to the field and ensure effective oversight, existing Headquarters capacities related to field operations were to be consolidated and assigned to the newly established Department of Field Support.

61. Between the establishment of the support account in 1990 with five departments and offices and the present day, the General Assembly, in response to the sustained growth for peacekeeping activities, has decided that the account would provide resources to a portfolio of 14 departments and offices, including the Department of Safety and Security, the Department of Public Information, the Ethics Office, the Office of Administration of Justice, the United Nations Office to the African Union and, most recently, the Office of the United Nations High Commissioner for Human Rights (OHCHR), in 2013.

62. The evolution of the composition of departments and offices with approved resources under the support account is depicted in figure I, followed by brief highlights regarding the related legislative decisions.

Figure I

Departments and offices under the support account since its inception



Note: For ease of reference, current organizational names are used for departments, e.g., the Office for Special Political Affairs, relating to peacekeeping, was subsumed into the Department of Peacekeeping Operations when it was established in 1992; the Office of the United Nations Security Coordinator was subsumed into the Department of Safety and Security when it was established in 2005; and the Field Support Division, which was under the Department of Administration and Management until 1992 and subsequently changed its name to the Office of Mission Support and was integrated into the Department of Peacekeeping Operations, has been considered part of the Department of Peacekeeping Operations since the establishment of the support account.

Abbreviations: ACABQ, Advisory Committee on Administrative and Budgetary Questions; UNOAU, United Nations Office to the African Union.

63. As regards the expansion of the support account illustrated above, the first post (1 P-4) for the Office of the Security Coordinator (currently the Department of Safety and Security) was approved by the General Assembly in its resolution 50/221 A, to improve risk management capabilities, risk assessment and early warning security training, communications and security management in the field. The number of staff provided to the Department of Safety and Security increased to 18 posts in the 2007/08 period, with two general temporary assistance positions approved to implement the United Nations Secretariat Safety and Security Integration Project in 2016/17. Those post resources should be considered in the context of the global operations of the Department and its approved staffing complement, which includes 1,041 staff under the regular budget and an additional 957 staff under the jointly financed activities related to the United Nations security management system. The capacity of the Department ultimately reflects the complexity of the security conditions in which field operations, including peacekeeping operations, are currently deployed, given that the Department's resources for strategy and policy are financed principally from the regular budget and under jointly financed activities.

64. The General Assembly, in its resolution 56/293, approved two staff for the Department of Public Information to provide planning and operational support for the public information components of peacekeeping missions.

65. A small capacity for the administration of justice was first approved by the General Assembly under the support account for the 2004/05 period for the Office of the United Nations Ombudsman to serve as a focal point of contact for field mission staff. At that time, 30 per cent of the 400 cases received by the Office involved staff in peacekeeping operations (see A/58/715, para. 85). Currently, in addition to 12 staff, comprising 1 staff member for the Office of Staff Legal Assistance and 11 staff for the Office of the United Nations Ombudsman, the support account provides resources for the operation of the administration of justice, with the proportionate share for peacekeeping operations, on the basis of the number of staff in the field (some 54 per cent of the cost for the Secretariat).

66. The Office of Legal Affairs has been provided with resources under the support account since its inception. The Office provides centralized legal support and assistance to ensure the effective conduct of United Nations activities in accordance with international law and the United Nations legal framework, and to protect the legal interests and minimize the legal liabilities of the United Nations. Claims arising from peacekeeping operations totalling $91.3 million were resolved by arbitral award or by approved settlement in the amount of $4.9 million, representing 5.4 per cent of the amount claimed and a reduction of 94.6 per cent in actual liability compared with that claimed in the 2016/17 period. In overall terms, the Office has grown from 1 staff member in 1990 to 19 staff in the 2017/18 period, which reflects the increasing complexity of peacekeeping mandates and of the related legal issues.

67. Resources for the Ethics Office were first approved by the General Assembly under the support account for the 2008/09 period. The main responsibilities of the Office are: administering the financial disclosure programme (relevant United Nations staff are required to submit forms that address financial disclosure issues); undertaking responsibility for the protection of staff against retaliation for reporting misconduct and for cooperating with duly authorized audits or investigations; providing confidential guidance to staff on ethical issues, including by administering an ethics helpline; and developing standards, training and education on ethics issues in coordination with the Office of Human Resources Management in the Department of Management.

68. In June 2013, the General Assembly, in its resolution 67/287, approved two staff for OHCHR under the support account for the 2013/14 period (see A/67/756). Since

then, the Secretary-General has proposed additional resources, in a staggered approach, in line with the capacity of the Office to recruit staff and the continuous review of the changing needs in peacekeeping operations. For the 2017/18 period, the Office has a complement of 10 staff financed under the support account.

III. Comparative overview of financial and human resources for peacekeeping operations and the support account

A. Level of peacekeeping resources and the support account

69. The United Nations experienced a sustained period of growth in peacekeeping, with the number of deployed military, United Nations police and civilian personnel reaching an all-time high in the 2014/15 period, with associated approved resources of $8.3 billion. Since then, overall peacekeeping deployment levels have declined, and with them the approved resources, which have fallen to $7.3 billion for the 2017/18 period. Given the evolving requirements of peacekeeping missions, supporting a field presence of this magnitude still presents a substantial workload for the Secretariat departments and offices that are provided with approved resources under the support account.

70. Table 1 shows the magnitude of the increase in the scope of peacekeeping activities over the past 14 years, from the 2004/05 period to 2017/18, as follows:

(a) The number of military and police personnel in peacekeeping operations has doubled from 67,800 in 2004/05 to 135,600 in 2017/08;

(b) The level of authorized uniformed personnel peaked in 2014/15, with approximately 149,300 authorized uniformed personnel in the field, but remains high at 135,561 for 2017/18, which still exceeds authorized levels at any other time prior to 2014/15;

(c) Civilian personnel in peacekeeping missions increased from 12,200 in 2004/05 to 28,700 in 2008/09, followed by a steady decrease, year on year, to approximately 18,300 civilian personnel in 2017/18.

71. The range of peacekeeping activities has continued to broaden in scope, dimension and complexity owing to the establishment of large, complex and multidimensional peacekeeping missions, for example, the African Union-United Nations Hybrid Operation in Darfur (UNAMID), the United Nations Mission in the Central African Republic and Chad (MINURCAT), the United Nations Mission in South Sudan (UNMISS), the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) and the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA). The United Nations Mission in Liberia (UNMIL), MINURCAT and the United Nations Operation in Côte d'Ivoire (UNOCI) have drawn down and closed. Against that backdrop, most peacekeeping operations have been and continue to be tasked with difficult, multidimensional mandates, from the protection of civilians and the monitoring of elections to early peacebuilding activities and the promotion of human rights. Moreover, they do so in environments that are politically complex, faced with ever-changing security threats and beset with logistical challenges such as limited infrastructure and unreliable supply lines.

72. Figure II provides a comparison of the evolution of financial resources for peacekeeping operations and for the support account from its inception (1990) to the present day (2017/18), illustrating their broad correlation throughout that period and marking the key milestones that have affected peacekeeping operations in the field and backstopping from the support account.

Table 1
Overview of financial and human resources for peacekeeping operations, 2004/05 to 2017/18

Peacekeeping component	*2004/05*	*2005/06*	*2006/07*	*2007/08*	*2008/09*	*2009/10*	*2010/11*	*2011/12*	*2012/13*	*2013/14*	*2014/15*	*2015/16*	*2016/17*	*2017/18*
	Actual													*Approved*
Number of ongoing missions and support operations														
Peacekeeping missions and United Nations Support Office for the African Union Mission in Somalia (UNSOA)/ United Nations Support Office in Somalia (UNSOS)[a]	14	15	14	15	16	15	15	15	15	14	15	15	15	14
Financial resources (millions of United States dollars)														
Peacekeeping missions and UNSOA/UNSOS	3 950.7	4 390.4	4 946.3	6 013.9	6 781.8	7 200.2	7 175.8	7 152.9	6 889.3	7 136.8	7 900.3	7 614.4	7 354.6	6 876.0
Regional Service Centre	–	–	–	–	–	–	–	–	–	–	–	–	36.3	33.0
United Nations Logistics Base at Brindisi, Italy	28.2	27.5	32.9	40.2	44.3	57.9	68.1	64.3	68.6	68.5	66.5	67.1	82.2	81.0
Support account[b]	118.0	136.0	177.7	222.5	272.0	318.5	341.4	344.8	329.7	315.0	324.2	335.9	327.1	325.8
Total, financial resources	**4 096.9**	**4 553.9**	**5 156.9**	**6 276.6**	**7 098.1**	**7 576.6**	**7 585.3**	**7 562.0**	**7 287.6**	**7 520.3**	**8 291.0**	**8 017.4**	**7 800.2**	**7 315.8**
Support account ratio[c]	**2.99**	**3.10**	**3.59**	**3.70**	**3.89**	**4.03**	**3.96**	**4.16**	**4.26**	**4.17**	**3.86**	**4.01**	**4.21**	**4.35**
Number of personnel														
Uniformed personnel														
United Nations uniformed personnel[d]	67 751	73 221	84 737	113 128	117 020	113 613	111 537	112 554	110 098	113 326	127 138	120 957	121 571	113 975
African Union Mission in Somalia (AMISOM) uniformed personnel[d]	–	–	–	–	8 270	8 270	12 270	17 731	17 731	22 126	22 126	22 126	21 586	21 586
Total, uniformed personnel	**67 751**	**73 221**	**84 737**	**113 128**	**125 290**	**121 883**	**123 807**	**130 285**	**127 829**	**135 452**	**149 264**	**143 083**	**143 157**	**135 561**

Peacekeeping component	*2004/05*	*2005/06*	*2006/07*	*2007/08*	*2008/09*	*2009/10*	*2010/11*	*2011/12*	*2012/13*	*2013/14*	*2014/15*	*2015/16*	*2016/17*	*2017/18*
	Actual													*Approved*
Civilian personnel														
Missions and UNSOS[c]	12 236	13 225	18 921	27 801	28 665	26 927	26 391	24 291	23 694	22 808	22 542	21 134	19 730	18 259
Regional Service Centre in Entebbe, Uganda	–	–	–	–	–	–	–	–	–	–	–	–	421	427
United Nations Logistics Base	136	202	216	242	264	314	388	401	423	420	424	452	444	445
Support account	769	883	975	1 262	1 350	1 388	1 474	1 457	1429	1 435	1 458	1 461	1 469	1 440
Total, civilian personnel	**13 141**	**14 310**	**20 112**	**29 305**	**30 279**	**28 629**	**28 253**	**26 149**	**25 546**	**24 663**	**24 424**	**23 047**	**22 064**	**20 571**

[a] Excludes the United Nations Military Observer Group in India and Pakistan (UNMOGIP) and the United Nations Truce Supervision Organization (UNTSO), which are funded from the biennial programme budget.

[b] Includes expenditure and resource requirements for the enterprise resource planning system, information security and the global service delivery model.

[c] Excludes expenditure and resource requirements for the enterprise resource planning system, information security and the global service delivery model.

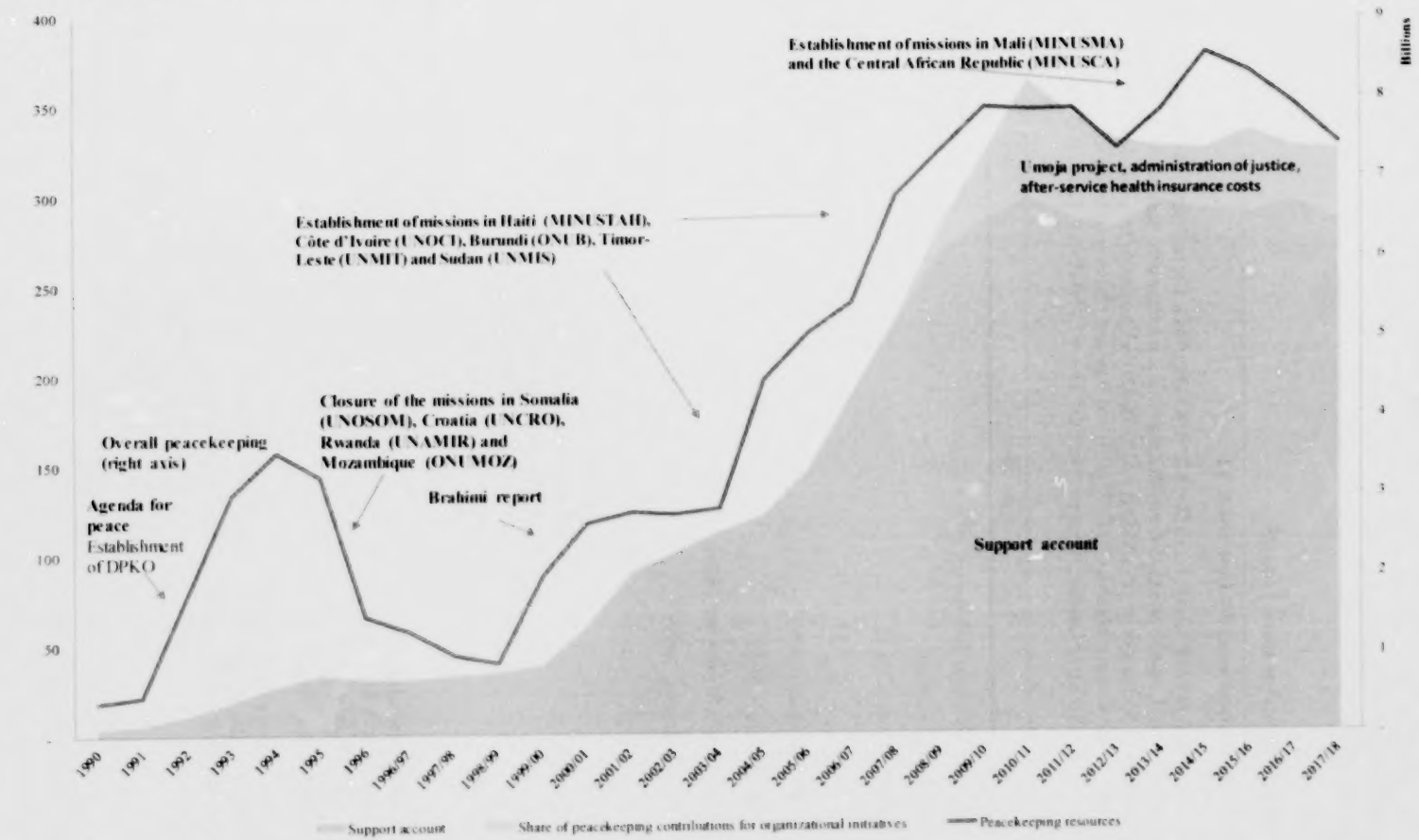
[d] Highest level of personnel authorized by the Security Council. Excludes UNMOGIP and UNTSO.

[e] Excludes resources under the United Nations Logistics Base and the support account for peacekeeping operations for all periods and the Regional Service Centre in Entebbe for the 2016/17 period onwards. The financial and human resources of the Regional Service Centre were reflected in the budgets of the Centre's client.

Figure II

Overview of financial resources for peacekeeping operations from inception to 2017/18

(Millions of United States dollars)



Abbreviations: Brahimi report, report of the Panel on United Nations Peace Operations; DPKO, Department of Peacekeeping Operations; MINUSTAH, United Nations Stabilization Mission in Haiti; ONUB, United Nations Operation in Burundi; ONUMOZ, United Nations Operation in Mozambique; UNAMIR, United Nations Assistance Mission for Rwanda; UNCRO, United Nations Confidence Restoration Operation in Croatia; UNMIS, United Nations Mission in the Sudan; UNMIT, United Nations Integrated Mission in Timor-Leste; UNOSOM, United Nations Operation in Somalia.

73. The list of United Nations peacekeeping operations that were established or closed during the past 14 years is presented in table 2. Closed and closing peacekeeping missions continued to be financially administered by United Nations Headquarters.

Table 2
List of peacekeeping operations since 2004/05

Active peacekeeping missions as at 30 June 2004: 12

UNFICYP (1964), UNDOF (1974), UNIFIL (1978), MINURSO (1991), United Nations Observer Mission in Georgia (UNOMIG) (1993), United Nations Interim Administration Mission in Kosovo (UNMIK) (1999), United Nations Mission in Sierra Leone (UNAMSIL) (1999), United Nations Observer Mission in the Democratic Republic of the Congo (MONUC) (1999), United Nations Mission in Ethiopia and Eritrea (UNMEE) (2000), United Nations Mission of Support in East Timor (UNMISET) (2002), UNMIL (2003) and UNOCI (2004)

Financial period	*Establishment*	*Name change*	*Liquidation*
2004/05	MINUSTAH (June 2004)		UNMISET (May 2005)
	ONUB (June 2004)		
	UNMIS (March 2005)		
2005/06			UNAMSIL (December 2005)
2006/07	UNMIT (August 2006)		ONUB (December 2006)
2007/08	UNAMID (July 2007)		
	MINURCAT (September 2007)		
2008/09	UNSOA (January 2009)		UNMEE (July 2008)
			UNOMIG (June 2009)
2009/10		United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) (from MONUC, July 2010)	
2010/11			MINURCAT (December 2010)
2011/12	United Nations Interim Security Force for Abyei (UNISFA) (July 2011)		UNMIS (July 2011)
	UNMISS (July 2011)		
	United Nations Supervision Mission in the Syrian Arab Republic (UNSMIS) (April 2012)		
2012/13			UNSMIS (August 2012)
			UNMIT (December 2012)
2013/14	MINUSMA (April 2013)		

Financial period	*Establishment*	*Name change*	*Liquidation*
2014/15	MINUSCA (April 2014)		
2015/16		UNSOS (from UNSOA, November 2015)	
2016/17			UNOCI (June 2017)
2017/18	United Nations Mission for Justice Support in Haiti (MINUJUSTH) (October 2017)		MINUSTAH (October 2017) UNMIL (June 2018)

Active peacekeeping missions as at 1 July 2018: 13

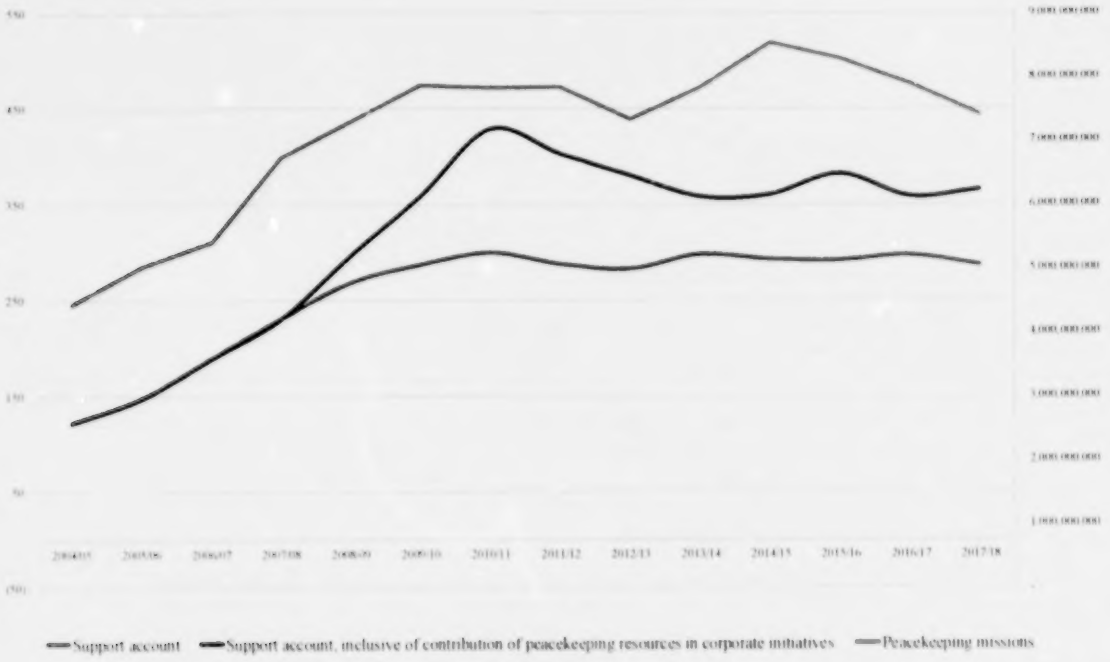
MINUJUSTH, MINURSO, MINUSMA, MINUSCA, MONUSCO, UNAMID, UNDOF, UNFICYP, UNIFIL, UNISFA, UNMIK, UNMISS and UNSOS

74. The General Assembly has consistently recognized the need for adequate support from Headquarters during all phases of peacekeeping operations, including the liquidation and termination phases, and has emphasized that the level of the support account should broadly correspond to the mandate, number, size and complexity of peacekeeping missions.

75. With additional resources provided by the General Assembly for the support account over the past 14 years, the support account has grown from an approved level of 769 posts and general temporary assistance positions and financial resources of $118.0 million in the 2004/05 period to an approved level of 1,440 posts and general temporary assistance positions and financial resources of $325.8 million for 2017/18.

76. Figure III shows the overall trend with respect to approved financial resources for the support account (excluding the peacekeeping share of Organizational initiatives) and peacekeeping missions, which demonstrate broadly similar patterns. The support account sometimes shows a lag in responding to decreases (or increases) in the overall level of approved resources for peacekeeping missions. Throughout the past 14 years, the fluctuations in the level of approved resources for peacekeeping operations have been more pronounced than the changes in the level of the support account. This is partly because some of the decrease in overall resource requirements has been attributable to reductions in the number of uniformed personnel, which does not immediately translate into reduced workload for those carrying out backstopping functions, as well as to the fact that the closure of missions (most recently, UNOCI and UNMIL) still requires administrative and completion accounting activities.

Figure III
Financial resources for peacekeeping operations and the support account, 2004/05 to 2017/18
(Millions of United States dollars)

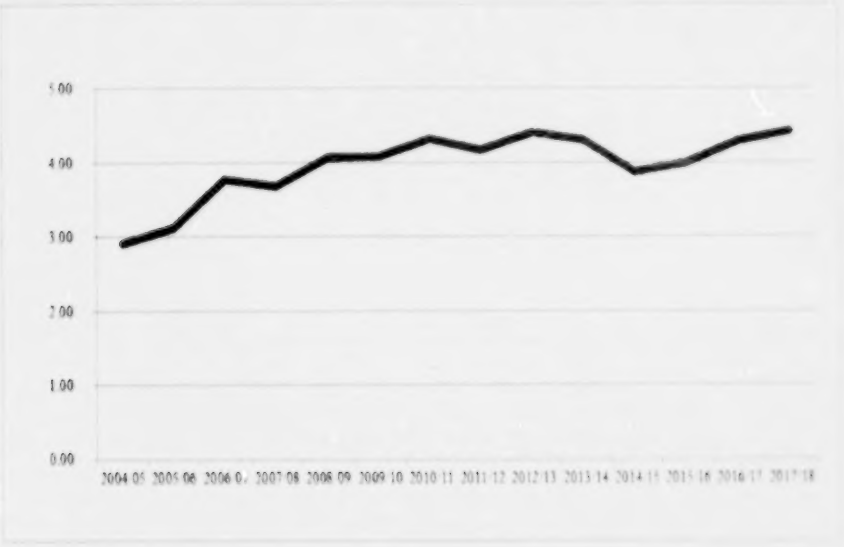


B. Backstopping support ratio of the support account

77. The Secretariat takes steps to ensure that the level of the support account is comparable to the evolving peacekeeping operations, by conducting annual reviews as part of the preparation of the budget. The Secretary-General has reported the ratio in the annual reports on the budget for the support account as an indicator (excluding the peacekeeping share of Organizational initiatives).

Figure IV
Backstopping support ratio of the support account, 2004/05 to 2017/18 (excluding Organizational initiatives)

(Percentage)



78. As illustrated in figure IV, backstopping support from Headquarters departments and offices under the support account is equivalent to approximately 4 per cent of the total approved resources of peacekeeping operations (excluding the Regional Service Centre in Entebbe and the United Nations Logistics Base). The support ratio has increased since the 2014/15 period, partly because 2014/15 was a peak year for peacekeeping missions ($7.9 billion), following the establishment and growth of MINUSMA and MINUSCA, and partly because the growth of the support account from $303.8 million to $312.7 million between 2015/16 and 2017/18 reflects primarily targeted strengthening in priority areas, including force generation, the prevention of sexual exploitation and abuse, environmental responsibility, staff safety and human rights. The growth is also attributable to technical factors and parameters such as revised salary scales and cyclical provisions for the Working Group on Contingent-Owned Equipment and the survey of troop-contributing and police-contributing country costs, as well as provisions for corporate costs such as those for after-service health insurance and the administration of justice. Nevertheless, it is noted that in 2017/18, 29 posts and positions were abolished in response to reduced peacekeeping activities as well as expected efficiencies.

79. Table 3 presents the ratio of civilian personnel to military personnel in peacekeeping operations and the ratios of support account posts and positions to civilian and military personnel in missions.

Table 3
Ratios of support account personnel to civilian and military personnel in missions, 2004/05 to 2017/18

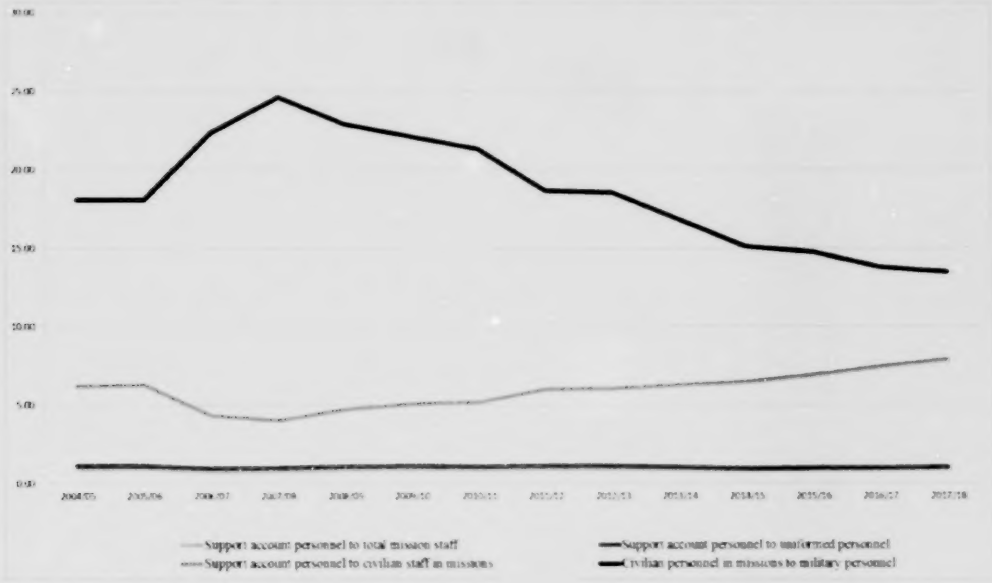
Peacekeeping component	*2004/05*	*2005/06*	*2006/07*	*2007/08*	*2008/09*	*2009/10*	*2010/11*	*2011/12*	*2012/13*	*2013/14*	*2014/15*	*2015/16*	*2016/17*	*2017/18*
Civilian personnel to military personnel	18.06	18.06	22.33	24.57	22.88	22.09	21.32	18.64	18.54	16.84	15.10	14.77	13.78	13.47
Support account personnel to civilian personnel	6.28	6.68	5.15	4.54	4.71	5.15	5.59	6.00	6.03	6.29	6.47	6.91	7.45	7.89
Support account personnel to military personnel	1.14	1.21	1.15	1.12	1.08	1.14	1.19	1.12	1.12	1.06	0.98	1.02	1.03	1.06
Support account personnel to total staff	0.96	1.02	0.94	0.90	0.88	0.93	0.98	0.94	0.94	0.91	0.85	0.89	0.90	0.94

80. Fluctuations in respect of the ratio of civilian staff to military strength in missions can be explained by such factors as mandated increases in military strength and reductions in the number of posts following the streamlining and review of staffing structures, particularly in transitioning missions, a number of which have been related to decisions to align staffing levels with mandate delivery programmes. Conversely, while a number of peacekeeping missions have reduced civilian staff levels in the past, substantive and policy support from Headquarters (e.g., oversight, planning, interaction with legislative bodies, human rights or the provision of legal advice) is still required.

81. As illustrated in figure V, the ratio of civilian personnel to military personnel in peacekeeping missions decreased from 18 per cent in the 2004/05 period to 13 per cent in 2017/18, whereas the ratio of support account staff to total peacekeeping mission staff remained relatively steady at approximately 0.9 per cent.

Figure V
Ratios of support account personnel to civilian and military personnel in missions, 2004/05 to 2017/18

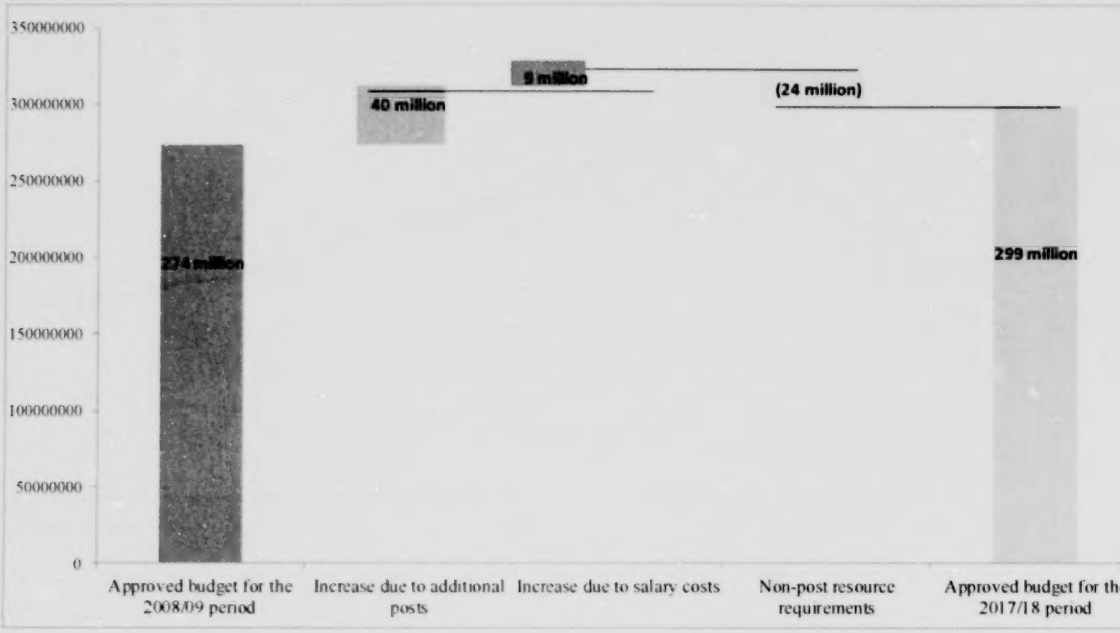
(Percentage)


Support account personnel to total mission staff
Support account personnel to uniformed personnel
Support account personnel to civilian staff in missions
Civilian personnel in missions to military personnel

IV. Analysis of the resource requirements for the support account

82. Approved resources for the support account grew from an approved budget of $273.9 million in the 2008/09 period to $299.1 million in 2017/18 (excluding peacekeeping operations' share of the cost of Organizational initiatives and central costs). The increased requirements were attributable primarily to the increased requirements for post resources, offset by the decrease in non-post resource requirements from $99.0 million in 2008/09 to $75.2 million in 2017/18, as illustrated in figure VI.

Figure VI
Breakdown of the increase (decrease) in approved resources for the support account since 2008/09
(United States dollars)



83. The increase of $48.9 million in the requirements for posts during the past 14 years, representing a 28 per cent increase compared with the resources approved for the 2008/09 period, is attributable mainly to the establishment of 140 new posts, in response to increased needs for substantive backstopping of peacekeeping operations and Organizational policies, approved by the General Assembly. The increase also reflects changes/updated standard salary costs and common staff cost trends, which amount to approximately $9 million in total over the period.

84. As regards non-post resources, the net reduction of $23.8 million represents a decrease of 24 per cent compared with the approved non-post resources for the support account for the 2008/09 period. The three largest areas of decrease in non-post resources have been in general temporary assistance, official travel and information technology.

85. In addition, during the same period resources under the support account have included peacekeeping operations' share of the cost of Organizational initiatives approved by the General Assembly, summarized as follows:

(a) The enterprise resource planning project: initially approved by the General Assembly in its resolution 63/262, annual resource requirements for the project have varied from $8.5 million in the 2008/09 period to $25.0 million in 2017/18, with a peak-implementation level of $57 million in 2010/11;

(b) Information and systems security: pursuant to General Assembly resolution 68/247 and on the basis of the estimates presented in the relevant report of the Secretary-General (A/68/552), resource requirements related to strengthening information and systems security are funded from the support account, in the annual amount of $821,500;

(c) Administration of justice: pursuant to General Assembly resolution 62/228, and on the basis of the number of personnel in the field, resource requirements related to the support account share of post and non-post costs for the administration of justice provided for the support account has varied from $2.4 million in the 2011/12 period to $2.7 million in 2017/18;

(d) Global service delivery model: on the basis of the estimates presented in the relevant report of the Secretary-General (A/71/417), the support account share of post and non-post costs for the dedicated global service delivery model project team were provided under the support account for the 2017/18 period for the first time, in the amount of $868,500;

(e) After-service health insurance: since the 2008/09 period, after-service health insurance costs for retired peacekeeping staff, based on the projected annual population and past-period expenditure patterns, have risen from $9 million in the 2008/09 period to $10 million in 2017/18.

V. Review of the human resources requirements for the support account

A. Human resources from the 2008/09 period to the 2017/18 period

86. The General Assembly, in its resolution 61/279, recognizing the need to strengthen the capacity of the Organization at Headquarters to mount and sustain peacekeeping operations, approved additional resources to meet the challenges of the continued growth of such operations and the increased complexity of their mandates.

87. As stated in section III of the preliminary report of the Secretary-General on the status of implementation of resolution 61/279 (A/62/741), the General Assembly approved the restructuring of the Department of Peacekeeping Operations into two departments, with the establishment of a new Department of Field Support; the creation of the Office of Rule of Law and Security Institutions, integrating police, judicial, corrections, disarmament, demobilization and reintegration, mine action and security sector reform structures; the reconfiguration of the Africa Division in the Office of Operations into two divisions; the establishment of integrated operational teams comprising political officers and military, police and support specialists within the regional divisions of the Office of Operations, and led by senior officers of the regional divisions of the Office of Operations; and the creation of a Policy, Evaluation and Training Division.

88. The General Assembly also approved the creation of new capacities, including a Public Affairs Unit in the Office of the Under-Secretary-General; an integrated mission planning cell in the Office of Operations; a security sector reform capacity in the Office of Rule of Law and Security Institutions; and evaluation and partnership capacities in the Policy, Evaluation and Training Division.

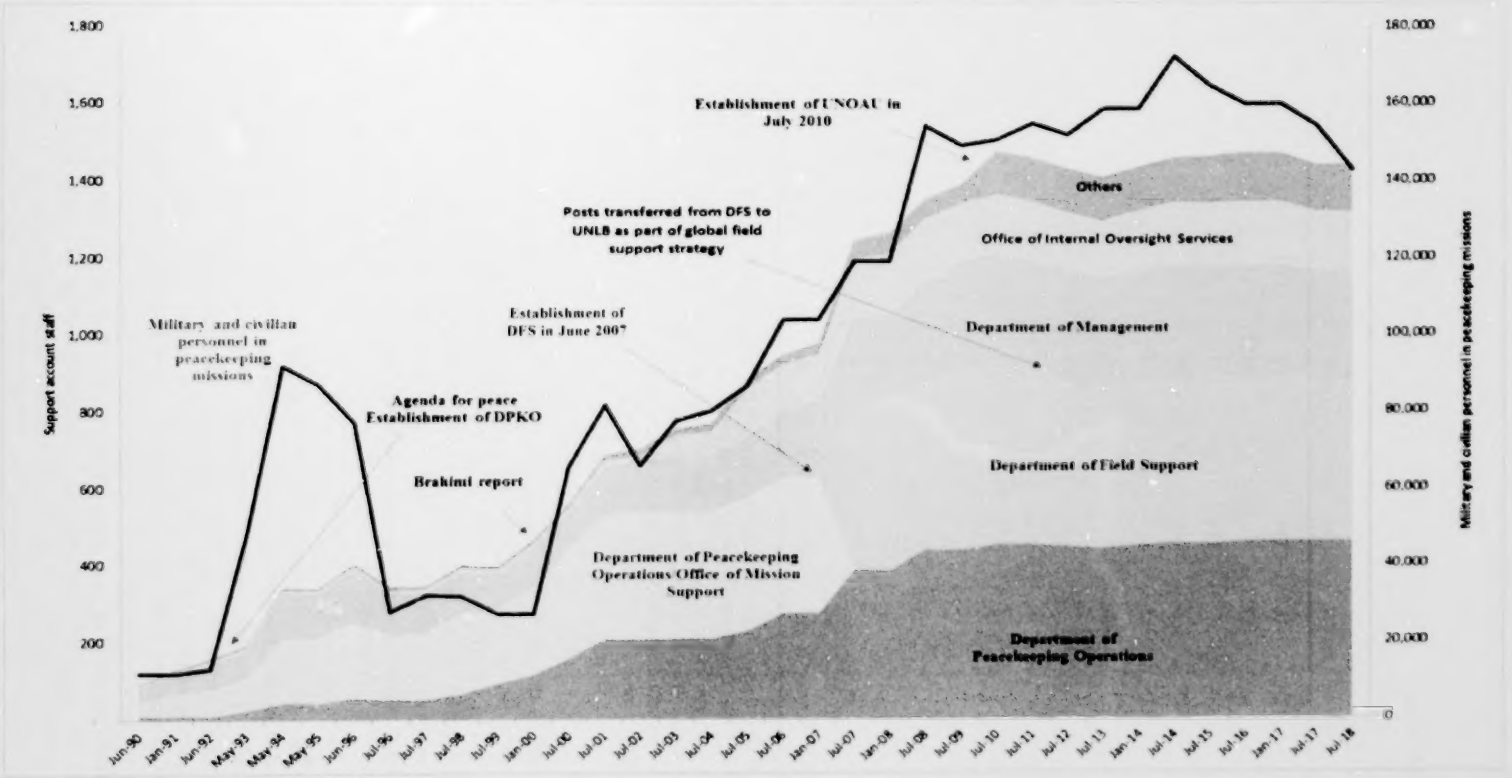
89. In addition, the General Assembly supported the strengthening of senior management under the regular budget and approved the creation of the post of Assistant Secretary-General for Rule of Law and Security Institutions, the upgrading of the Military Adviser position to the level of Assistant Secretary-General to head the Office of Military Affairs, and the creation of the posts of Chief of Staff, Director for Policy, Evaluation and Training, and a second Director for the Africa II Division for the Department of Peacekeeping Operations under the support account. Finally, the Assembly also approved the creation of the posts of Under-Secretary-General for Field Support under the regular budget and of Directors for the upgraded Field Personnel Division and Field Budget and Finance Division under the support account

within the Department of Field Support. Capacity was also strengthened at the working level in most areas of both Departments, as well as in other departments and offices of the Secretariat provided for under the support account.

90. While there is no formula that establishes a one-to-one relationship between the support account and peacekeeping operations, the number of civilian staff and military/police personnel is a quantitative indicator that is readily available. Figure VII illustrates the changes in human resources under the support account and in peacekeeping operations over time. While there is a broad correlation between the trends with respect to the support account and peacekeeping operations, since July 2014 (when peacekeeping operations reached the highest recorded total figure of 173,688 personnel), the support account has seen a less marked reduction.

Figure VII

Human resources under the support account, by departments and offices, from its inception to 2017/18



Note: The Field Support Division, which was under the Department of Administration and Management until 1992 and subsequently changed its name to the Office of Mission Support and was placed under the Department of Peacekeeping Operations, has been reflected under the Department of Peacekeeping Operations since the establishment of the support account. The Office of the United Nations Security Coordinator and the Internal Audit Division, both of which were formerly part of the Department of Administration and Management, have been accounted for as separate entities in line with the current structure of the Secretariat since the inception of the support account.

Abbreviations: Brahimi report, report of the Panel on United Nations Peace Operations; DFS, Department of Field Support; DPKO, Department of Peacekeeping Operations; UNLB, United Nations Logistics Base; UNOAU, United Nations Office to the African Union.

91. Table 4 indicates the changes in the staffing establishments of the departments and offices under the support account.

Table 4
Changes in the staffing establishments of departments and offices under the support account since 2007/08

	Approved staffing 2007/08	*Increase (decrease) in staffing establishment*										*Approved staffing 2017/18*
		2008/09	*2009/10*	*2010/11*	*2011/12*	*2012/13*	*2013/14*	*2014/15*	*2015/16*	*2016/17*	*2017/18*	
DPKO	385	53	(2)	16	(1)	(3)	1	6	(1)	7	(1)	460
UNOAU	–	–	–	57	–	–	(3)	–	–	(4)	–	50
DFS	439	1	20	–	(12)	(29)	7	3	(1)	(1)	(7)	420
DM	228	20	42	5	(4)	4	(4)	3	–	(1)	(10)	283
OIOS	157	15	(22)	5	(2)	(1)	3	8	(1)	–	(8)	154
EOSG	7	–	(2)	–	–	–	–	–	–	–	–	5
OSLA	–	–	–	–	–	1	–	–	–	–	–	1
OMS	8	–	(1)	2	–	–	–	–	–	2	–	11
Ethics Office	–	2	–	–	–	–	–	1	–	–	–	3
OLA	14	(1)	3	–	2	–	–	–	–	1	–	19
DPI	4	–	–	–	–	–	–	–	–	–	–	4
DSS	20	(2)	–	–	–	–	–	–	–	2	(2)	18
ACABQ	–	–	–	1	–	–	–	–	1	–	–	2
OHCHR	–	–	–	–	–	–	2	2	5	2	(1)	10
Total	**1 262**	**88**	**38**	**86**	**(17)**	**(28)**	**6**	**23**	**3**	**8**	**(29)**	**1 440**

Abbreviations: ACABQ, Advisory Committee on Administrative and Budgetary Questions; DFS, Department of Field Support; DM, Department of Management; DPI, Department of Public Information; DPKO, Department of Peacekeeping Operations; DSS, Department of Safety and Security; EOSG, Executive Office of the Secretary-General; OHCHR, Office of the United Nations High Commissioner for Human Rights; OIOS, Office of Internal Oversight Services; OLA, Office of Legal Affairs; OMS, Office of the United Nations Ombudsman and Mediation Services; OSLA, Office of Staff Legal Assistance; UNOAU, United Nations Office to the African Union.

2008/09 period

92. Notwithstanding the additional resources provided by the General Assembly to strengthen the capacity of the Secretariat to manage and sustain peacekeeping operations, as noted in paragraph 47 above, the establishment by the Security Council of UNAMID and MINURCAT, subsequent to the adoption of resolution 61/279, resulted in significant increases in the workloads of all departments and offices under the support account, stretching beyond their capacity limit to provide effective and efficient substantive, administrative and logistical support to peacekeeping operations.

93. In its resolution 62/250, the General Assembly decided to strengthen the Office of Military Affairs in the Department of Peacekeeping Operations, through the establishment of 45 posts, as noted in paragraph 50 above, and approved the establishment of 19 posts and positions in the Department of Peacekeeping Operations and the Department of Field Support and 10 posts and positions in the Department of Management related to the expansion of peacekeeping operations in connection with the establishment of UNAMID and MINURCAT, as well as 2 posts in the Ethics Office, as noted in paragraph 67 above. In addition, the budget for the Office of Internal Oversight Services included the transfer to the support account from UNAMID and MINURCAT of 15 posts of Resident Auditor approved by the

Assembly in the context of the two missions' budgets for the 2007/08 period, owing to the establishment of those missions after the approval by the Assembly of the support account budget for the Office of Internal Oversight Services for 2007/08.

94. Furthermore, the staffing resources for the Department of Management reflect the establishment of the Office of Information and Communications Technology by the General Assembly in its resolution 63/262, effective 1 January 2009, with the related transfer of 10 posts from the Information and Communications Technology Division in the Department of Field Support and 9 posts and positions from the Office of Central Support Services in the Department of Management.

2009/10 period

95. The staffing resources for the 2009/10 period reflect an increase of 42 posts and positions in the Department of Management, related primarily to performance management and human resources management reform, the management of appeals and disciplinary cases, the implementation of and support for the talent management system, the establishment of a centre of excellence to support recruitment processes in the context of the talent management system, the further expansion of outreach activities and the provision of policy advice on human resources management issues. In addition, new posts were approved to support peacekeeping procurement.

96. The resources also reflect an increase of 20 posts and positions in the Department of Field Support for: (a) the implementation of the talent management system and the new approach to rostering to centralize the screening, substantive evaluation and assessment of applicants; (b) the support and monitoring of aviation activities, given the dramatic growth in the Department's aviation air and ground support services and equipment; and (c) the supply of rations and fuel.

97. Approved resources for the 2009/10 period also provided for the strengthening of the Office of Legal Affairs to cope with the continuing significant increase in the number and complexity of demands for legal advice and assistance arising from peacekeeping activities, including complex procurement contractual arrangements and institutional arrangements with the partner organizations (the African Union and the European Union), through an additional three posts.

98. The staffing requirements of the Office of Internal Oversight Services reflect the phased restructuring of the Investigations Division based on proposals contained in the annex to the report of the Secretary-General on strengthening investigations (A/62/582 and A/62/582/Corr.1) and taking into account the recommendations of the Advisory Committee on Administrative and Budgetary Questions in its related report (A/62/7/Add.35), as well as the comments of the Independent Audit Advisory Committee in its relevant report (A/62/814/Add.1), which resulted in the abolishment of 22 posts and positions.

2010/11 period

99. The United Nations Office to the African Union was established in 2010, with an approved staffing establishment of 57 posts, as noted in paragraphs 52 to 54 above. In addition, the staffing establishment for the Department of Peacekeeping Operations reflected an increase of 11 posts and positions to strengthen the capacity of the Department in the areas of policing, justice and corrections, the management of disarmament, demobilization and reintegration programmes and the reform of security sector institutions. In addition, five positions were approved for the establishment of the Somalia Coordination and Planning Team in the Office of Operations to lead and coordinate integrated planning for United Nations activities on the security and peacekeeping tracks in Somalia, in accordance with Security Council resolutions 1772 (2007), 1814 (2008), 1846 (2008), 1851 (2008), 1863

(2009), 1872 (2009) and 1910 (2010) and in support of the integrated Secretariat approach with regard to Somalia as detailed in two Policy Committee decisions.

2011/12 and 2012/13 periods

100. As noted in paragraph 51 above, during the 2010/11, 2011/12 and 2012/13 periods, 35 posts in the Department of Field Support under the support account were transferred to the United Nations Logistics Base as part of the global field support strategy and another 6 posts and positions were abolished, including Finance and Budget Officer and Human Resources Officer.

2013/14 period to 2017/18 period

101. In connection with the establishment of MINUSMA and MINUSCA, approximately 50 positions were established during the 2013/14 and 2014/15 periods, which was offset by the abolishment and reprioritization of other resources with the closure of UNMIT and downsizing of UNAMID.

102. More recently, resources were further realigned with the emerging priorities of the Organization, as highlighted in the report of the High-level Independent Panel on Peace Operations on uniting our strengths for peace: politics, partnership and people (see A/70/95-S/2015/446) and the subsequent report of the Secretary-General entitled "The future of United Nations peace operations: implementation of the recommendations of the High-level Independent Panel on Peace Operations" (A/70/357-S/2015/682), to strengthen the capacity of the Secretariat in the areas of strategic communications, force generation, peace sustainment programmes, the prevention of sexual exploitation and abuse, environmental responsibility, the medical framework, staff safety and human rights. The General Assembly, in its resolution 71/295, approved 10 additional posts and positions, relating to force generation (2 P-4), sexual exploitation and abuse (1 P-5 and 1 P-4), environmental affairs (1 P-5), human rights (2 P-3), the medical framework (1 P-4) and the United Nations Secretariat Safety and Security Integration Project (1 P-5 and 1 P-4). The budget for the 2017/18 period also reflects efficiency gains attained through Organizational initiatives as well as the realignment of activities with priority areas, through the abolishment of 12 posts and positions. The budget reflects the abolishment of positions related to the International Public Sector Accounting Standards project team and to efficiency gains realized from Umoja benefits.

103. It is noted that, while some posts and positions were established to support a specific mission, a significant number of the posts and positions under the support account are often linked to other substantive and cross-cutting mandates, such as strengthening in the area of security sector reform, additional capacity for conduct and discipline, and the strengthening of human rights. More than two thirds of the increase under the support account is related to major corporate initiatives at Headquarters to carry out specific mandates or to overcome major challenges encountered by the Organization in the past.

B. Review of general temporary assistance positions

104. In paragraph 60 of its report of 2 May 2012 on the support account (A/66/779), the Advisory Committee on Administrative and Budgetary Questions pointed out that the fact that so many positions had continued to be funded under general temporary assistance for so many years was indicative of a need for a review of the functions concerned to determine whether they were of a temporary or a continuing nature. While it understood that some of those positions might have arisen from the decisions of the General Assembly itself, the Committee was of the view that utilization of

general temporary assistance positions should preserve budgetary transparency. In that connection, it recalled that general temporary assistance was intended for functions of a temporary nature, including temporary duties as a result of regular staff being absent due to sick leave and maternity leave.

105. In paragraph 18 of its report of 28 April 2017 on the support account (A/71/883), the Advisory Committee noted the trend, from the 2013/14 period onwards, of a decreasing ratio of general temporary assistance positions to posts under the support account and expressed its view that this might have a negative impact on the scalability and flexibility of the account.

106. Table 5 shows the ratio of general temporary assistance positions to posts from the 2004/05 period to 2017/18.

Table 5
Ratio of general temporary assistance positions to posts, 2004/05 to 2017/18

	2004/05	*2005/06*	*2006/07*	*2007/08*	*2008/09*	*2009/10*	*2010/11*	*2011/12*	*2012/13*	*2013/14*	*2014/15*	*2015/16*	*2016/17*	*2017/18*
Posts	761	831	907	1 122	1 220	1 245	1 311	1 295	1 294	1 292	1 330	1 347	1 365	1 360
General temporary assistance positions	8	52	68	140	130	143	163	162	135	143	128	114	104	80
Total staffing	**769**	**883**	**975**	**1 262**	**1 350**	**1 388**	**1 474**	**1 457**	**1 429**	**1 435**	**1 458**	**1 461**	**1 469**	**1 440**
Ratio of general temporary assistance positions (percentage)	1.0	5.9	7.0	11.1	9.6	10.3	11.1	11.1	9.4	10.0	8.8	7.8	7.1	5.6

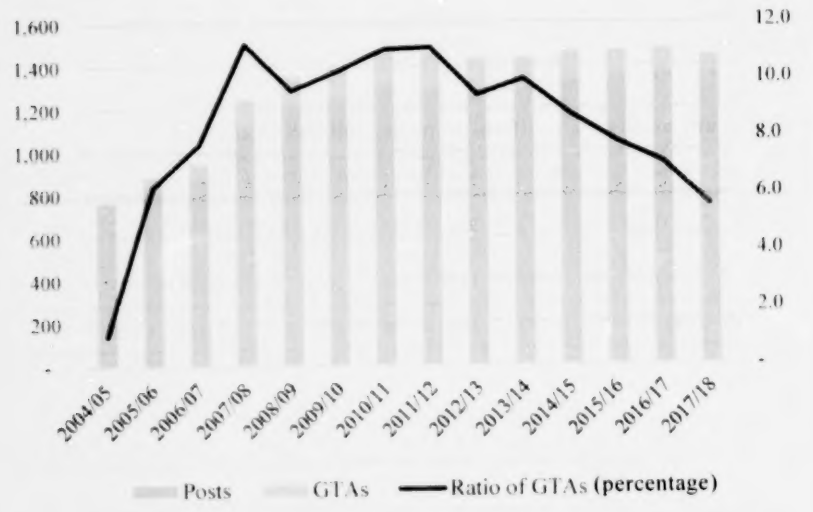
107. While the 80 general temporary assistance positions approved for the 2017/18 period provide flexible manpower for the dynamic backstopping of peacekeeping missions, many are associated with recurrent functions. These fall primarily into three categories: (a) positions associated with core and recurrent functions, such as 34 positions in the Investigations Division of the Office of Internal Oversight Services; (b) positions continued as general temporary assistance on the basis of the nature of the functions associated with them, such as the 16 positions in the Field Personnel Specialist Support Service of the Field Personnel Division in the Department of Field Support associated with occupational group management; and (c) positions associated with backstopping support for specific missions or in the areas where the workload has not stabilized or has been kept under review, such as the 10 positions in the Internal Audit Division of the Office of Internal Oversight Services. It is primarily in the third category where the Secretariat has, as a matter of practice, not proposed conversions before at least four years of continuation.

108. General temporary assistance positions in the third category are often established for the backstopping of a new mission and therefore are eventually converted to posts as the mission stabilizes. As the size, complexity, mandates and duration of each peacekeeping mission are unique, the ratio of general temporary assistance positions to posts depends on the timing and number of start-up missions.

109. Figure VIII shows that the reliance on general temporary assistance positions with a duration of one full year has increased over time, especially with the inclusion of the full structure of the investigative capacity of the Office of Internal Oversight Services in the field in that category since the 2005/06 period. As mentioned above, for positions providing backstopping support to specific missions or areas where the workload has been kept under review, the Secretariat has, as a matter of practice, not posed conversions before at least four years of continuation. However, some of the

conversions of general temporary assistance positions to posts proposed by the Secretary-General were not approved by the General Assembly, which left a number of positions associated with recurrent functions in the general temporary assistance category. Consequently, the functions associated with a number of general temporary assistance positions are deemed to be of a continuing nature, and their level is no longer an indication of the scalability of the support provided.

Figure VIII
Evolution of general temporary assistance positions from 2004/05 to 2017/18



Abbreviation: GTAs, general temporary assistance positions.

General temporary assistance positions in the Investigations Division

110. In its resolution 63/287, the General Assembly designated a pilot project, from 1 July 2009 to 30 June 2012, on the structure of the Investigations Division, based on centres of investigation in Nairobi, Vienna and New York and resident investigators in seven peacekeeping missions. The approved staffing establishment of the Division, in accordance with the pilot project, comprised 51 general temporary assistance positions (2 D-1, 3 P-5, 15 P-4, 20 P-3, 1 General Service (Principal level), 8 General Service (Other level) and 2 national General Service) and 5 posts (1 P-4 in UNIFIL, 1 P-4 in UNAMID, 1 P-3 in New York, 1 Field Service in UNMISS and 1 General Service (Other level) in New York), distributed among three centres of investigation and peacekeeping missions. As requested by the Assembly in its resolutions 63/287 and 66/265, preliminary (A/65/765), comprehensive (A/66/755) and final (A/67/751) reports on the implementation of the pilot project were submitted, each outlining the lessons learned with a view to more efficient and effective allocation of resources to support operational requirements. Furthermore, a comprehensive evaluation of the staffing requirements was carried out and was reflected in the budget proposal for the 2013/14 period.

111. One of the lessons learned from the pilot project was that if the effectiveness of the new structure was to be ensured, the conversion to posts of 51 general temporary assistance positions (2 D-1, 3 P-5, 15 P-4, 20 P-3, 1 General Service (Principal level), 8 General Service (Other level) and 2 national General Service) was vital, as it had been determined that their functions were of a continuous nature, and the ability to recruit

and retain experienced staff rested on the ability to offer a contract with a reasonable duration and meaningful career development (see A/67/756, paras. 529–533).

112. While the proposal to convert all 51 general temporary positions in the Investigations Division to posts was supported by the Advisory Committee on Administrative and Budgetary Questions (see A/67/848, para. 44), the General Assembly, in its resolution 67/287, decided to convert 19 positions. Thus, a large part of the Division's core capacity comprises general temporary assistance positions.

C. Review of grade structures

113. The General Assembly, in paragraph 11 of its resolution 70/287, noted with concern the continued upward shift in the grade structure of the United Nations Secretariat.

114. Table 6 shows the total number of posts and positions at the level of D-1 and above that have been established under the support account since the 2011/12 period.

Table 6
Approved posts/positions at the D-1 level and above funded from the support account, 2011/12 to 2017/18

	DPKO		*UNOAU*		*DFS*		*DM*		*OIOS*		*EOSG*		*DSS*		***Subtotal***			*Percentage*	
	D-2	*D-1*	*D-2*	*D-1*	*D-2*	*D-1*	*D-2*	*D-1*	*D-2*	*D-1*	*D-2*	*D-1*	*D-2*	*D-1*	***D-2***	***D-1***	***Total***	*D-2*	*D-1*
2011/12	4	11	–	–	3	9	1	3	–	3	–	1	–	–	**8**	**27**	**1 457**	0.5	1.9
2012/13	4	11	–	–	3	8	1	3	–	3	–	1	–	–	**8**	**26**	**1 429**	0.6	1.8
2013/14	5	12	–	–	3	10	1	3	–	3	–	1	–	–	**9**	**29**	**1 435**	0.6	2.0
2014/15	5	12	–	–	3	10	1	3	–	3	–	1	–	–	**9**	**29**	**1 458**	0.6	2.0
2015/16	4	13	–	–	3	9	1	3	–	3	–	1	–	–	**8**	**29**	**1 461**	0.5	2.0
2016/17	5	13	–	2	3	10	1	3	–	3	–	1	–	–	**9**	**32**	**1 469**	0.6	2.2
2017/18	5	13	–	2	3	10	1	3	–	3	–	1	–	–	**9**	**32**	**1 440**	0.6	2.2

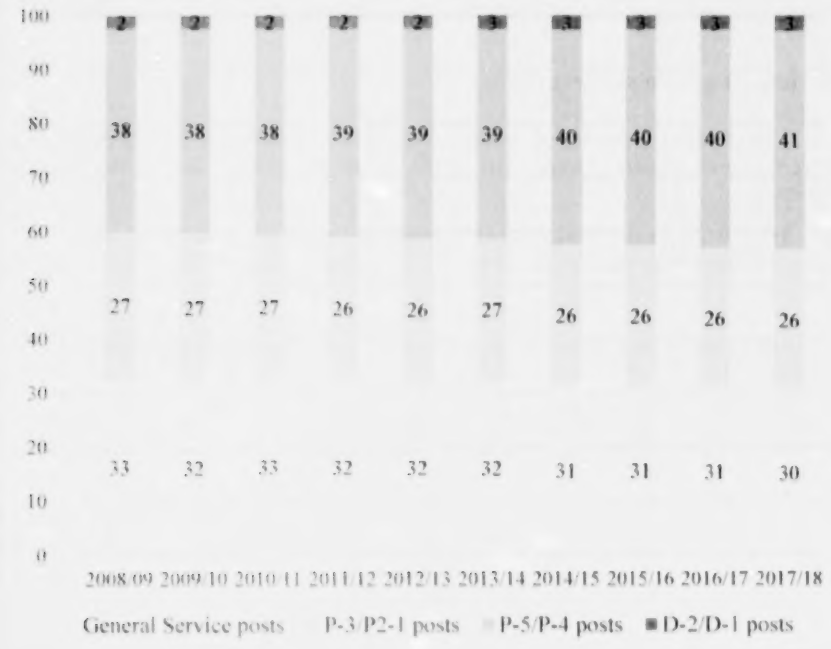
Abbreviations: DFS, Department of Field Support; DM, Department of Management; DPKO, Department of Peacekeeping Operations; DSS, Department of Safety and Security; EOSG, Executive Office of the Secretary-General; OIOS, Office of Internal Oversight Services; UNOAU, United Nations Office to the African Union.

115. As indicated in table 6, the number of approved staff at the Director level has increased, but not as a marked percentage of the total number of posts and positions established under the support account over the years. The more notable trend under the support account has been the increase in the number of posts and positions in the Professional category and the concurrent decrease in the number of those in the General Service category. This trend is explained in part by the impact of technological innovations since the 1990s, continuing up to the implementation of Umoja, which, during the period from 2013/14 to 2016/17, resulted in the reduction of 13 positions (3 per cent in the General Service category) as part of efficiency gains. The trend can be explained also by the increase in workload that is undertaken by the Secretariat to provide backstopping for the implementation of increasingly complex mandates.

116. Figure IX illustrates the trend of the grade structure in managerial (D-2/D-1), Professional (P-5 to P-2) and General Service posts. Professional staff now account for 67 per cent of support account posts, representing an increase compared with 65 per cent in the 2008/09 period. This implies an overall increase in the professionalization of support account posts over time and an increase in the scope of

the roles and responsibilities associated with various posts to meet the expanding objectives of the support account over time.

Figure IX
Evolution of posts under the support account since 2008/09



VI. Comprehensive review of the support account

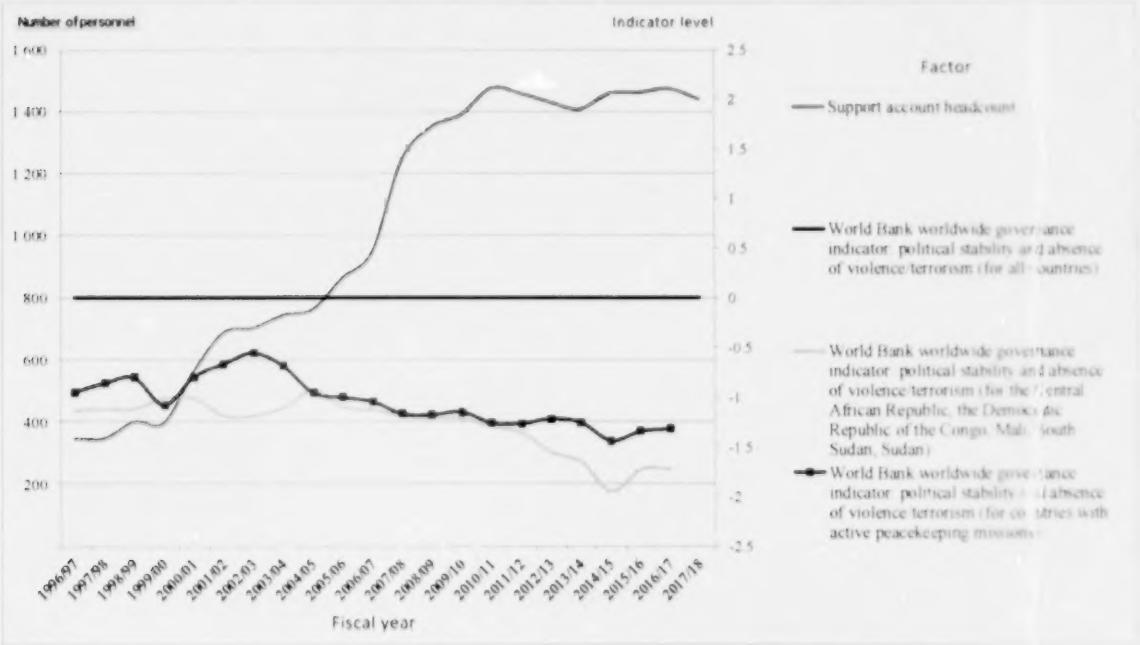
A. Key drivers of the support account

117. In response to resolution 62/250, the Secretariat commissioned a study on the evolution of the support account to be carried out by external consultants and reported thereon in the context of the proposed budget for the support account for the 2009/10 period (see A/63/767 and A/63/767/Corr.1, paras. 54–62). The study concluded that the evolution of the support account could be explained in large part by the growth in the scale of mission activity (as measured by total number of mission personnel) and the increasing complexity of the missions (as measured by a World Bank indicator of political stability).

118. As shown in figure X, the average World Bank governance indicator for the five countries that host the six largest missions (MONUSCO, MINUSCA, MINUSMA, UNAMID, UNISFA and UNMISS) has declined consistently since the 2004/05 period, reaching its lowest level of approximately minus 2 by 2014/15. That period of time corresponds with the increase in the number of personnel provided for under the support account, which rose until the 2010/11 period; from then onwards, seemingly, the support account managed to absorb, within existing levels, the impact of the continued deterioration of field conditions until 2014/15. Since 2014/15, the governance indicators have improved but have remained low compared with the

longer historical trend, and the level of the support account has remained relatively stable.

Figure X
World Bank governance indicators, 1996/97 to 2017/18



119. The results of regression analysis are shown in figures XI and XII. Those results are significant, as they illustrate a strong correlation between the level of support account resources and the size of peacekeeping missions, as measured by the total number of mission personnel and the approved resources.

Figure XI
Analytical regression of the financial resources for the support account and peacekeeping operations

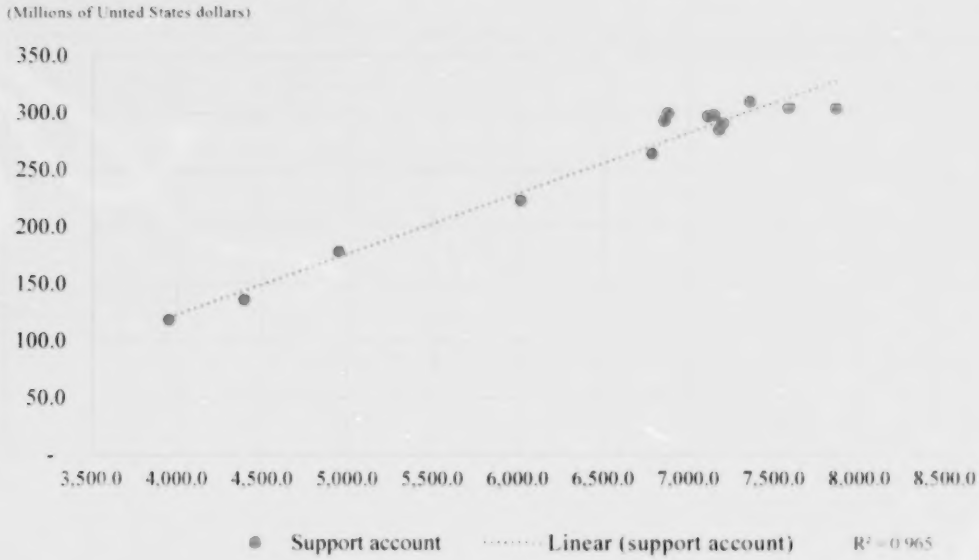
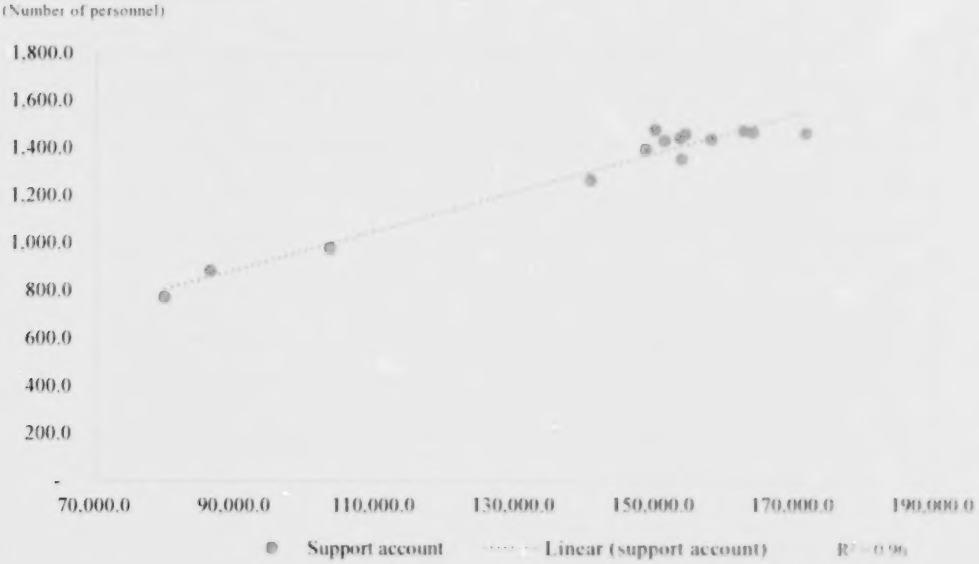


Figure XII
Analytical regression of the human resources for the support account and peacekeeping operations



120. The growth of integrated missions with more complex mandates, and their emergence in high-threat environments, demand new abilities such as intelligence collection and analysis. Peacekeeping has responded to evolving challenges with such

initiatives as the establishment of integrated operational teams in the Department of Peacekeeping Operations, the establishment of the Regional Service Centre in Entebbe and the supply chain management model. Under those initiatives, greater responsibility is delegated to heads of mission and the field, and the emphasis at Headquarters is shifted to more strategic guidance and oversight.

121. Many of the functions currently funded under the support account are associated with strategic and global cross-cutting issues rather than with specific missions. Some functions, such as an integrated operational team, are directly related to a specific mission. However, many functions carried out in the Department of Peacekeeping Operations, the Department of Field Support and the Department of Management are global in nature and not associated with a specific mission or with the number of troops and personnel deployed.

122. Complexity is a factor that can result in increased requirements, qualitatively and quantitatively, beyond current backstopping needs when the posts and positions concerned were approved. Increased complexity can result from external factors, such as the nature of mandates and the Secretariat's organizational initiatives to improve its practices and procedures. In response to cases of sexual exploitation and abuse, for example, the Secretariat now maintains a mechanism for withholding payments for personnel with alleged links to those cases and is conducting more rigorous screening of United Nations personnel being deployed to peacekeeping missions. The strengthening of both immediate response capacity and investigative capacity also entails additional complexity of work. With a view to maintaining scalability in the light of increased complexity, the Secretariat endeavours to improve efficiency and to streamline procedures and reprioritize activities to absorb new requirements.

123. It is observed that the complexity of missions has been increasing over time as a result of several factors, including: (a) the less-permissive security conditions in some missions, which have made the implementation of existing mandates more complex in operational terms; (b) the absence of viable political processes or the fragility of existing processes and difficult relations with some host Governments; (c) the complexity of mandates themselves (the number of tasks are an indicator, as well as the length of the resolutions defining the mandates); (d) the growth in the number of stakeholders in processes, requiring enhanced coordination; and (e) the increase in the number of significant troop-contributing and police-contributing countries, as well as in the number of requests from the Security Council and troop-contributing and police-contributing countries for briefings and notes. This has resulted in greater demand for the backstopping of peacekeeping missions.

124. A review was undertaken to determine the extent to which functions under the support account were scalable, and to help identify the scalability factors, in particular to determine whether the level of staffing required for the backstopping of specific operations varied with such factors as the complexity of the mandate, the complexity of the mission environment, the number and capability of troops and police, the reporting requirements imposed by Member States, and the stage of the mission life cycle.

125. The Secretariat recognizes the need to define a baseline or core staffing level needed to support peacekeeping operations, regardless of the fluctuations in the number and size of ongoing peacekeeping operations. Such a staffing level would be crucial to the ability of the United Nations to effectively manage, coordinate and respond to peacekeeping operations. The core capacity would constitute a multi-year, multi-mission staffing complement, adjusted when new capacities or the enhancement of capacities is required, and would include posts associated with the provision of specialized services to missions or mandated operational capacities, such as the Standing Police Capacity. Conversely, the resource requirements for a second

category of functions could reflect growth and retrenchment in response to changing needs. Such functions would be directly linked and critical to individual missions or mission-related transactions, and driven by size and volume, with the related support account staffing requirements regularly reviewed and adjusted according to work levels.

126. Table 7 analyses the scalability of functions by departments and offices under the support account and the underlying factors for the 2017/18 period. For each department and office, the divisions and services with scalable functions that fluctuate on the basis of the nature of peacekeeping activity in the field are highlighted.

Table 7
Scalable functions, by departments and offices under the support account

Scalable functions in departments and offices	*Scalability factor*
I. Department of Peacekeeping Operations	
A. Office of the Under-Secretary-General	No scalable functions
B. Office of Operations	
Africa I Division, Africa II Division	Size and complexity of missions
Asia, Middle East, Europe and Latin America Division	Size and complexity of missions
C. Office of Military Affairs	
Military Planning Service	Number and complexity of missions
Current Military Operations Service	Number and complexity of missions
Force Generation Service	Number of military units deployed
Integrated operational team specialists	Number and complexity of missions
D. Office of Rule of Law and Security Institutions	
Police Division — integrated operationai team specialists	Number and size of missions
Police Division — Mission Management and Support Section	Number and size of missions
Mine Action Service	Number and complexity of mission mandates with tasks related to mine action and explosive devices
Security Sector Reform Unit	Number and complexity of mission mandates with tasks related to security sector reform
Justice and Corrections Service	Number and complexity of mission mandates with tasks related to the Justice and Corrections Service
Disarmament, Demobilization and Reintegration Section	Number and complexity of mission mandates with tasks related to disarmament, demobilization and

Scalable functions in departments and offices		*Scalability factor*
		reintegration and community violence reduction
E.	Policy, Evaluation and Training Division	No scalable functions
II.	United Nations Office to the African Union	No scalable functions
III.	Department of Field Support	
A.	Office of the Under-Secretary-General	
	United Nations Support Office in Somalia — Headquarters Support Team	UNSOS, support for the African Union
	Integrated operational team	Number, size and complexity of missions
B.	Field Budget and Finance Division	
	Budget and Performance Reporting Service	Size and overall value of peacekeeping operations
	Memorandum of Understanding and Claims Management Section	Number and size of missions and number of contingents
C.	Field Personnel Division	
	Field Personnel Operations Service — East and Central Africa Section; West Africa, Europe and Americas Section; Asia and Middle East Section	Number and size of missions
	Field Personnel Operations Service — Organizational Design and Classification Unit	Based in part on classification function
	Field Personnel Operations Service — Rapid Response and Travel Section	Based in part on backstopping during emergencies
D.	Logistics Support Division	
	Movement Control Section	Based in part on number of troops and quantity of contingent-owned equipment and cargoes moved
	Air Transport Section	Number of aircraft operated and/or number of passengers/cargoes moved
E.	Information and Communications Technology Division	No scalable functions
IV.	Department of Management	
A.	Office of the Under-Secretary-General	No scalable functions
B.	Office of Programme Planning, Budget and Accounts	

Scalable functions in departments and offices		*Scalability factor*
	Peacekeeping Financing Division	Number, size and complexity of missions; reporting requirements with respect to legislative bodies
	Accounts Division	Number and size of missions
C.	Office of Human Resources Management	No scalable functions
	Medical Services Division	Based in part on staff deployment and medical opinions
D.	Office of Central Support Services	No scalable functions
	Archives and Records Management Section	Based in part on records on mission closure
	Travel and Transportation Section	Based in part on number of field personnel
	Special Services Section	Based in part on mail and pouch services
E.	Office of Information and Communications Technology	No scalable functions
V.	Office of Internal Oversight Services	Based in part on complexity of mandate, stage of mission life cycle and level of risk in missions
VI.	Executive Office of the Secretary-General	No scalable functions
VII.	Office of Staff Legal Assistance	No scalable functions
VIII.	Office of the United Nations Ombudsman and Mediation Services	No scalable functions
IX.	Ethics Office	No scalable functions
X.	Office of Legal Affairs	No scalable functions
XI.	Department of Public Information	No scalable functions
XII.	Department of Safety and Security	No scalable functions
XIII.	Advisory Committee on Administrative and Budgetary Questions	No scalable functions
XIV.	Office of the United Nations High Commissioner for Human Rights	No scalable functions

127. Table 8 shows the changes in the composition of approved staffing under the support account over two decades.

Table 8
Comparison of approved staffing by department and office, 1997/98, 2007/08 and 2017/18

Department office	*Approved staffing 1997/98*	*Change* *Increase (decrease)*	*Approved staffing 2007/08*	*Change* *Increase (decrease)*	*Approved staffing 2017/18*
Department of Peacekeeping Operations	224	161	385	75	460
Office of the Under-Secretary-General	23	42	65	12	77
Office of Operations	30	52	82	(8)	74
Office of Military Affairs	–	87	87	44	131
Office of Rule of Law and Security Institutions	–	101	101	8	109
Policy, Evaluation and Training Division	–	50	50	19	69
Office of Mission Support	171	(171)	–	–	–
United Nations Office to the African Union	–	–	–	50	50
Department of Field Support	–	439	439	(19)	420
Office of the Under-Secretary-General	–	48	48	23	71
Field Budget and Finance Division	–	71	71	4	75
Field Personnel Division	–	132	132	(11)	121
Logistics Support Division	–	142	142	(21)	121
Information and Communications Technology Division	–	46	46	(14)	32
Department of Management	105	123	228	55	283
Office of the Under-Secretary-General	6	2	8	2	10
Office of Programme Planning, Budget and Accounts	53	50	103	4	107
Office of Human Resources Management	12	21	33	14	47
Office of Central Support Services	34	50	84	1	85
Office of Information and Communications Technology	–	–	–	34	34
Office of Internal Oversight Services	11	146	157	(3)	154
Executive Office of the Secretary-General	3	4	7	(2)	5
Office of Staff Legal Assistance	–	–	–	1	1
Office of the United Nations Ombudsman and Mediation Services	–	8	8	3	11
Ethics Office	–	–	–	3	3
Office of Legal Affairs	3	11	14	5	19
Department of Public Information	–	4	4	–	4
Department of Safety and Security	–	20	20	(2)	18
Secretariat of the Advisory Committee on Administrative and Budgetary Questions	–	–	–	2	2
Office of the United Nations High Commissioner for Human Rights	–	–	–	10	10
Subtotal	**346**	**916**	**1 262**	**178**	**1 440**

B. Department of Peacekeeping Operations

128. The Department of Peacekeeping Operations provides substantive backstopping support to peacekeeping operations by: (a) bolstering capacities to support effective political solutions; (b) ensuring the deployment and training of critical uniformed and civilian capabilities for mandate delivery in complex and dangerous environments;

(c) supporting missions in the implementation of mandated priorities such as protecting civilians and human rights; (d) ensuring responsible engagement with host countries and strengthening the "do no harm" principle; and (e) forging and strengthening regional and subregional as well as political and operational partnerships.

1. Office of the Under-Secretary-General

129. In the Office of the Under-Secretary-General there are no entities that are scalable in response to the current mission closures, downsizing and mandate changes. The Office provides oversight, and performs knowledge-based and specialty service-enabling roles. The staffing of the Office of the Chief of Staff, the Registry and the Information Management Unit is not directly scalable to the number or size of missions. The Public Affairs Section, the Focal Point for Security and the Peacekeeping Situation Centre are driven by the increasing number of issues and the establishment of new thematic, mandated functions. Emerging issues (such as increasing attacks on United Nations forces, the emergence of improvised explosive devices as a threat and the greater emphasis on intelligence and analysis) have since increased the workload of the Peacekeeping Situation Centre — the contribution of the Departments of Peacekeeping Operations and Field Support to the United Nations Operations and Crisis Centre — which has been absorbed within existing resources. The Executive Office provides human resources, budget and financial management support to staff of the Department of Peacekeeping Operations and the Department of Field Support, which is not tied to missions or mission-related transactions.

2. Office of Operations

130. The structure of the Office of Operations is aimed at meeting the changes in the size and complexity of the peacekeeping operations through reprioritization and reorganization. The number of Political Affairs Officers in the Office of Operations has changed over the years in line with the operational needs and requirements of the missions' postures and evolving operating environments in the field in the light of mission drawdowns and start-ups and changing mission mandates. In that regard, the Office of Operations has continued to largely apply the principle of staffing allocation according to size and complexity, as suggested during the implementation of the recommendations contained in the report of the Panel on United Nations Peace Operations. As an objective but flexible baseline based on these principles, desk officers in the Office of Operations (excluding managerial posts at the Director level) should be assigned at the minimum level of three to four officers for large or complex peacekeeping missions, two to three officers for medium-sized missions and one to two for small or downsizing missions. When a mission closes, the impact is not immediate as there are still ongoing functions, such as a transition to a political mission or to a country team, the capturing of lessons learned or the liquidation of the mission's assets.

3. Office of Military Affairs

131. The staffing requirements for the Military Planning Service, the Current Military Operations Service and the specialists in the integrated operational teams are associated with the number and complexity of missions. The Military Planning Service is responsible for military planning, contingency planning and the development of strategic and operational plans. The Current Military Operations Service is responsible for monitoring military situational and operational developments and coordinates with field missions, counterparts of the Department of Peacekeeping Operations and the Permanent Missions of troop-contributing countries to monitor operational developments affecting military personnel in field mission

areas. The specialists in the integrated operational teams provide backstopping to missions. The Force Generation Service is responsible for force generation activities, including the frequent rotation of military contingents and staff officers, and conducts predeployment capability and readiness assessments in coordination with troop-contributing countries. Its function is dependent upon the number of military units deployed rather than the number of missions.

132. The entities in the Office of the Military Adviser and the military specialists in the Logistics Support Division and the Information and Communications Technology Division of the Department of Field Support serve as core capacity. They are not associated with the number and complexity of missions and are not dependent on the number of military units deployed or the number and complexity of missions. The Office of the Military Adviser provides strategic military advice to the leadership of the Department of Peacekeeping Operations and other offices of the Departments of Peacekeeping Operations and Field Support, provides support to heads of military components in the missions and coordinates requirements to maintain the capacity to deploy an organized nucleus of key military staff and/or military staff support teams to new and existing missions. The Assessment Team in the Office of the Military Adviser analyses regional military and threat information and supports decision-making processes at the senior level by providing independent mid-term to long-term strategic and operational military analytical products and horizon scanning. The Policy and Doctrine Team in the Office of the Military Adviser develops United Nations military policy and guidance materials, works on capability development and establishes and maintains liaison with other United Nations and non-United Nations entities. In addition, seconded military posts are embedded in the Logistics Support Division and the Information and Communications Technology Division in the Department of Field Support to provide specialist military support and expert advice on deployment and support to troop-contributing countries, communications, command and control, ultra-secure military-grade networks, unmanned aerial vehicle data management, situational awareness and defence technology systems.

4. Office of Rule of Law and Security Institutions

133. In the Office of Rule of Law and Security Institutions, the specialized police functions in the integrated operational teams are tied to regional mission support, and the number of posts associated with those functions was adjusted downwards (1 P-5 and 4 P-4 posts since 2013) with the closure of missions, including UNOCI, UNMIL and the United Nations Stabilization Mission in Haiti, and to fulfil other departmental priorities, while no new positions were established for the new missions, such as UNMISS, UNISFA, MINUSMA, MINUSCA and the United Nations Mission for Justice Support in Haiti. The staffing requirements of the Mission Management and Support Section in the Police Division have also been adjusted with the evolving number of missions, and specialized functions tied to the new missions are absorbed within existing capacity. Except for the Police Division and the Mine Action Service, other sections in the Office of Rule of Law and Security Institutions were established in response to emerging challenges in missions. The core functions of the Police Division pertain to (a) strategic, operational and tactical guidance and support to police components; (b) the generation, selection, deployment and rotation of all United Nations police personnel in close coordination with police-contributing countries; (c) the creation of policy and generic guidance to define the planning and operational parameters of United Nations police peacekeeping; and (d) rapidly deployable police capacities for mission start-up, reinforcement and transition through the Standing Police Capacity based in Brindisi, Italy. Priority areas to further improve performance include developing joint programming and assessments with United Nations and non-United Nations partners, including in post-conflict and other crisis situations in non-mission settings; producing guidance-compliant training and

other materials; developing rapidly deployable police and civilian expert capacities and other resources; and undertaking public information and outreach activities to increase awareness in support of policing.

134. The Mine Action Service provides overall strategic guidance and advice to missions mandated to perform tasks related to mine action and explosive devices. As such, the capacity of the Mine Action Service will be affected by the number of missions with such mandates and the complexity of those mandates. The Security Sector Reform Unit provides overall strategic guidance and advice to missions mandated to carry out tasks related to security sector reform, including in complex and emerging settings. Thus, the capacity of the Security Sector Reform Unit will be affected by the number of missions with mandates related to security sector reform and the complexity of those mandates. The Justice and Corrections Service provides overall strategic guidance and advice to missions whose mandate includes tasks related to justice and corrections, including in complex and emerging settings. It also oversees the implementation of the policy on detention in United Nations peace operations of the Department of Peacekeeping Operations and the Department of Field Support. Accordingly, the capacity of the Justice and Corrections Service will be affected by the number of missions with justice and corrections mandates and the complexity of those mandates. The Disarmament, Demobilization and Reintegration Section provides overall strategic guidance and advice to missions mandated to carry out tasks related to disarmament, demobilization, reintegration and community violence reduction, including in complex and emerging settings. Accordingly, the capacity of the Section will be affected by the number of missions with disarmament, demobilization, reintegration, community violence reduction and related mandates and the complexity of those mandates.

5. Policy, Evaluation and Training Division

135. The Policy, Evaluation and Training Division provides an integrated capacity to develop and disseminate policy and doctrine; develop, coordinate and deliver standardized training; evaluate mission progress towards mandate implementation; and develop policies and operational frameworks for strategic cooperation with various United Nations and external partners. The requirements have grown owing to the additional policy and guidance needed for missions operating in challenging security environments and missions undergoing transitions. The workload of the Division is driven by issues and not the size or number of missions. The Evaluation Team provides the Departments of Peacekeeping Operations and Field Support with an internal evaluation mechanism to assist in the effective management of field missions, which helps to strengthen operational effectiveness and accountability. The Partnerships Team supports arrangements and dialogue mechanisms with regional organizations (with the exception of the African Union) and with development and humanitarian actors. The Partnerships Team also supports policy work in areas such as peacebuilding, integration and transitions. The Strategic Force Generation and Capability Planning Cell works to strengthen the overall uniformed capabilities for peacekeeping through strategic outreach and coordination.

136. The Policy and Best Practices Service provides institutional capacity for strengthening peacekeeping through the formulation of forward-looking, cross-cutting peacekeeping policies and guidance for peacekeeping operations. The activities are driven by the changing mission environments, including transitions (for example, downsizing, reconfiguration and liquidation), and political and security environments that lead to the creation and revision of policies; the turnover rates or vacancies of key mission personnel (such as Protection Advisers) resulting in the need for increased support from troop- and police-contributing countries (for example, through pledges).

137. The Integrated Training Service provides technical and operational support to Member States related to the preparation for deployment of uniformed peacekeepers, with the number of troop- and police-contributing countries as one of its main drivers. Following a summit on peacekeeping held in 2015, Member States pledged an additional 40,000 uniformed personnel for peacekeeping operations, and 15 nations pledged to commit personnel to peacekeeping for the first time. The additional pledges from countries joining peacekeeping for the first time added to the workload of the Service as it must provide targeted support to these countries in order to build self-sustaining peacekeeping training capacity, as well as continuing its support to existing troop- and police-contributing countries. The functions of the Integrated Training Service are also driven by the anticipated turnover rates of senior leadership personnel and the evaluation results of the existing programmes, training needs assessments and the development or updating of policies to meet current or emerging needs. It is important to note that in 2013, one P-4 military training officer post in the Service was abolished. At the time, there were 114 troop- and police-contributing countries. By February 2018, that number had risen to 123 troop- and police-contributing countries.

C. United Nations Office to the African Union

138. The resource requirements for the United Nations Office to the African Union are commensurate with the partnership with the African Union in the area of peace and security and providing coordinated and consistent United Nations support to the African Union in relation to both long-term institutional capacity-building and short-term operational support matters. The Security Council, in its resolutions 2033 (2012) and 2167 (2014), called upon the United Nations to continue to strengthen the cooperation between the United Nations and the African Union, including in the areas of mediation and capacity-building. As mentioned above, the net reduction of seven posts in the United Nations Office to the African Union was related to efficiency gains from co-locating in the compound of the Economic Commission for Africa in the period 2013/14 and restructuring the Office in 2016/17.

D. Department of Field Support

139. The Department of Field Support provides administrative and logistical support services to the Departments of Peacekeeping Operations and Political Affairs through the delivery of dedicated support to United Nations peacekeeping operations, special political missions and other field presences, including services in the areas of human resources, finance and budget, conduct and discipline, logistics and information and communications technology. The Department focuses its capacity on: (a) improving supply chain management; (b) strengthening environmental management; (c) advancing technology and innovation; (d) strengthening human resources management and support for Organization-wide goals, including investing in human capital; and (e) combating misconduct.

1. Office of the Under-Secretary-General

140. In the Office of the Under-Secretary-General, with the exception of the United Nations Support Office in Somalia (UNSOS) Headquarters Support Team and the integrated operational teams, the entities reporting directly to the Under-Secretary-General are focused on the policy and strategy needed regardless of the number of missions supported or the number of personnel in the field, and their staffing levels are not directly related to the number or size of missions. The functions of the UNSOS Headquarters Support Team are related directly to UNSOS. However, the complexity

of the evolving mandate and operational environment has created a mutually dependent relationship between the United Nations, its clients, the African Union and bilateral partners. This will require that the United Nations strengthen its efforts to deepen the strategic partnership with the African Union through enhanced engagement at the technical, operational and strategic levels. The Team enables planning, oversight and performance monitoring at a large-scale mission that provides support to three different actors; coordinates with key partners on the implementation of thematic mandates, such as the human rights due diligence policy; supports efforts aimed at enhancing the capabilities of the African Union Mission in Somalia; and interacts with key Member States and troop- and police-contributing countries on the delivery of mandated tasks.

141. In addition, the functions of the Conduct and Discipline Unit of the Office of the Under-Secretary-General are focused on strategy and policy, with some operational responsibility. The Conduct and Discipline Unit provides the overall direction for conduct and discipline issues and is responsible for global oversight of the state of conduct and discipline for all categories of United Nations personnel in field operations. Depending on the number and complexity of cases, resources for general temporary assistance might be required from time to time. The Operational Support Team focuses on transitions, start-ups, liquidations, strategic reviews and strategic assessments, which are all ongoing coordination efforts that are not dependent on the number of missions in place, even though resources for general temporary assistance might be required from time to time depending on the number, size and complexity of the missions requiring support. Furthermore, the Audit Response and Boards of Inquiry Section might require resources for general temporary assistance from time to time depending on the number and complexity of audits and boards of inquiries.

2. Field Budget and Finance Division

142. In the Field Budget and Finance Division, the core function of the Budget and Performance Reporting Service is to support field operations in the areas of budget and finance, and the functions are scalable based on the size and overall value of peacekeeping operations. Following the restructuring of the Division in 2011, the Service's sections were reorganized along thematic areas, as opposed to the legacy structure, which was organized on a mission-specific and geographical basis. The Memorandum of Understanding and Claims Management Section undertakes the financial administration of the management of contingent-owned equipment and memorandums of understanding related to Member State participation in peacekeeping operations. Its staff are assigned across missions for the processing of claims for contingent-owned equipment, death and disability, memorandums of understanding and letters of assist. The functions of the Section are scalable based on the number and size of missions supported and the number of contingents. The Reimbursement Policy and Coordination Section, which provides knowledge-based policy functions, is not scalable to the size or number of missions.

3. Field Personnel Division

143. The Field Personnel Division directs, monitors and supports the delivery of strong human resources management in the field, through the provision of strategic direction, clear guidance, customized mission plans and frameworks, advice, tools and comprehensive human resources training and development.

144. The Field Personnel Operations Service is responsible for the provision of advice and training on the implementation of new policies and ensures training and development for staff in line with evolving requirements and change initiatives. The three regional sections (East and Central Africa Section; West Africa, Europe and

Americas Section; Asia and Middle East Section) are responsible for providing technical and operational support and guidance on clarifying and implementing policy in field operations, which is partially scalable based on the number and size of field operations supported, closely linked to fluctuations in mission mandates, posture and disposition and the composition of the workforce. Resources are allocated within a pool of supported clients and are not necessarily earmarked for a specific mission. The functions of the Organizational Design and Classification Unit are partially scalable with regard to classification, with the Unit providing specialty services to field operations, including classification advice for new or changed functions as part of the budget planning support provided to missions, classification of newly established or redeployed functions following budget approval and reclassification of positions for which functions have changed substantially. The Rapid Response and Travel Section provides specialty services to field operations for missions in the start-up, transition and liquidation phases, and surge capacity to field missions during emergencies, critical incidents, start-up, transition or liquidation, with functions partially scalable with regard to backstopping during emergencies.

145. The Field Personnel Specialist Support Service provides overarching specialist services in support of all field operations, such as organizing global outreach campaigns to attract qualified and diverse candidates for field operations, providing guidance on and frameworks for issues relating to mission workforce planning and civilian staffing reviews. It provides end-to-end support for the recruitment process for peacekeeping missions by building and managing the roster of pre-approved candidates for selection by peace operations, which is not dependent on overall staffing levels since the replenishment of existing rosters and the building of new rosters is an ongoing activity required to ensure that missions have access to a sufficiently large pool of pre-cleared candidates for recruitment at all times, including female candidates and candidates with varied linguistic abilities, in particular Arabic and French speakers.

146. In the Quality Assurance and Information Management Section, the Quality Assurance Unit provides legal and policy advice on all matters pertaining to the formal and informal mechanisms of administrating justice. The workload of the Quality Assurance Unit is dependent on the number and the complexity of cases, which are driven largely by the decisions or events affecting staff, such as organizational restructuring or downsizing. The number of formal cases totalled 742 in 2015, 603 in 2016 and 723 from 1 January to 31 October 2017, compared with 86 cases when the administration of justice system was established pursuant to General Assembly resolution 61/261. In addition, the workload generated by the main functions of the Information Management and Performance Compliance Monitoring Unit — in the areas of business intelligence, monitoring, reporting and data management, and in connection with the role of the human resources help desk and the registry — are not driven directly by the staffing size or the number of missions supported but by the complexity of operations, system requirements, factors related to human resources administration and data requirements, as well as the increasing interest among stakeholders for data-driven decision-making and strengthening of the accountability framework.

4. Logistics Support Division

147. The Logistics Support Division, with the exception of the Air Transport Section and the Movement Control Section, which can be directly associated with the number of aircraft operated and factors such as troop rotations, is structured to provide policy, guidance and enabling capacities for field operations. The end-to-end approach in the supply chain of the Department of Field Support starts with the planning and managing of global consolidated demand, supported by strategic sourcing and

delivery through possible consolidation and economies of scale. The Supply Chain Planning and Enabling Service is developing a consolidated plan for global demand, sourcing and delivery and a performance management framework to assess the overall health of supply chain and policy coordination. The Strategic Support Service is adopting a category management approach by grouping commodities and services into different categories based on a capability and spending analysis, conducting market research for the latest technical specifications and conducting strategic sourcing. Through the Service, strategic, technical and oversight support is provided by Headquarters in six areas, namely engineering, medical services, rations, fuel, general supplies and ground transportation. These functions are not mission-specific. Conversely, the functions in the Movement Control Section are partially scalable based on the total number of troops, the quantity of cargo to be moved and the number of destinations. The activities of the Movement Control Section are being expanded to include the movement of non-contingent-owned equipment required to support missions, as determined by consolidating demand and strategic sourcing and delivery, while achieving efficiency in terms of timely delivery and cost-effectiveness. Once these functionalities are established, there may be an opportunity to evaluate scalability further. Functions in the Aircraft Management and Contracts Unit and the Aviation Project, Planning and Training Unit in the Air Transport Section are partially scalable to the number of aircraft operated, and the number of passengers and the quantities of cargo to be carried. Assuming the existence of minimum or some aviation requirements, functions in the areas of airfield/terminal support, quality assurance and standards and some functions in the areas of aviation projects, planning and training and aircraft contract and management support will be required, with current resources in these areas already at the minimum level.

5. Information and Communications Technology Division

148. The Information and Communications Technology Division implements and supports Organization-wide applications and major shared applications for the field. It develops and implements the overall information and communications technology strategy and the field technology framework; provides policy guidance and coordinates cross-cutting activities related to information and communications technology; oversees financial management and reporting to legislative and oversight bodies; provides strategic guidance and coordinates training for field missions in relation to security and operational resilience initiatives; and establishes global systems contracts and evaluates international bids for peacekeeping missions. The Division delivers voice and video services, high-speed data and network capability and provides technology-based solutions and geospatial information to peacekeeping operations and UNSOS, as well as to the Department of Peacekeeping Operations and the Department of Field Support at Headquarters.

149. Over time, the scale, scope and complexity of information and communications technology operations have increased significantly. An independent consultancy service was commissioned in 2012, which concluded that the Division required additional capacity in major functional areas or there could be an impact on its ability to meet and provide efficient and effective information and communications technology services in response to rapidly changing demands.

E. Department of Management

150. The Department of Management provides core support services to the field in the areas of Organization-wide initiatives, financial policy, services, management and budget preparation; human resources policy and services; asset management policy

and procurement services; and information and communications technology policy and system development.

151. The Department advances both Organization-wide and field-specific initiatives for peacekeeping operations, including: (a) in finance and budget management, relating to the long-term sustainable transition to compliance with the International Public Sector Accounting Standards and the realization of the benefits resulting therefrom; and the development of budget formulation and monitoring tools (including Umoja Extension 2) to increase the monitoring of effective resource utilization and improve the format and presentation of the budget reports; (b) in human resources, improving quality control and standards for the provision of medical services in the field; supporting the enhancement of the talent management system (including Inspira) in the field; advancing the Secretary-General's initiative to enhance staff mobility; coordinating and facilitating the implementation of mandatory performance management training as well as providing guidance on human resources, including continuing appointments, the termination of appointments, outside activities and child or family support issues; and (c) in the area of asset management and procurement, enhancing procurement services for peacekeeping operations with efficient use of the Regional Procurement Office.

152. The Department of Management has absorbed additional work related to the centralization of activities during the implementation of Umoja. These activities are in the areas of Umoja master data governance and management, payroll coordination and treasury functions, the mission insurance plan, the Umoja help desk and travel lump-sum calculations. While the centralization of activities has created efficiency gains in the field, proportional resources were not allocated at Headquarters and some critical activities, such as the execution of United States dollar payments for all international staff in the Secretariat, are currently carried out through ad hoc arrangements.

1. Office of the Under-Secretary-General

153. The Office of the Under-Secretary-General for Management is responsible for the formulation of the Organization's management policies and has overall responsibility for the management of financial and human resources, as well as the support operations and services of the Organization, including for peacekeeping operations. The staffing in the Office of the Under-Secretary-General for Management is not directly scalable to the size, number and scope of peacekeeping operations. The secretariat for the Headquarters Committee on Contracts and the Headquarters Property Survey Board provides services related to the review by the Committee and the Board of the proposed procurement cases and disposal of assets, and provides training, monitoring and policy guidance to the local committees on contracts and the local property survey boards in the field. The staff in the Management Support Service perform analytical and evaluative functions in supporting efforts to improve management practices, process improvements and self-evaluation, and work with the Umoja project to consolidate the Secretariat's business process re-engineering and change management efforts. The Management Evaluation Unit assists the Under-Secretary-General for Management to strengthen managerial accountability and to avoid unnecessary and costly litigation. The Fifth Committee secretariat provides substantive and technical secretariat services to the Fifth Committee and the Committee for Programme and Coordination. The Executive Office of the Department of Management provides human resources, budget and financial management support to staff of the Department. Executive Office staff are not tied to missions or mission-related transactions.

2. Office of Programme Planning, Budget and Accounts

154. In the Office of Programme Planning, Budget and Accounts, the Office of the Controller supports peacekeeping operations through its work on the review of financial policies and the monitoring of internal financial controls, particularly as they relate to the administrative management of peacekeeping operations, the delegation of authority, audit and fraud prevention.

155. The Peacekeeping Financing Division provides guidance on the policies, procedures and methodology for estimating the resource requirements of active field operations, UNSOS, the United Nations Logistics Base, the Regional Service Centre in Entebbe, Uganda, and the support account for peacekeeping operations. The Division prepares parliamentary documents, including annual budget and performance reports for peacekeeping operations and the support account, final performance and disposition of assets reports for closed missions and ad hoc reports on administrative and budgetary aspects of operations. The Division monitors the liquidity of active missions and the cash-flow status of the special accounts for each field operation, authorizes payments to Governments for the settlement of their certified contingent-owned equipment claims, determines average monthly troop strengths, establishes the amounts reimbursable and initiates payments for troop and formed police unit cost reimbursement to Governments. The Division provides guidance on financial management and financial policy issues, in particular on cross-cutting initiatives that affect peacekeeping and support operations, such as the development and deployment of Umoja, including budget formulation. The Division provides capacity-building on Umoja in field operations, with training being provided using an online platform and at workshops for Senior Finance and Budget Officers. The Peacekeeping Financing Division provides substantive services to the Advisory Committee on Administrative and Budgetary Questions and the Fifth Committee of the General Assembly on peacekeeping financing issues and continues to review budgetary reports and data in order to provide data analysis to enable the Committees to more easily perform their oversight duties. The functions are scalable based on the number, size and complexity of the missions and the reporting requirements to the legislative bodies.

156. In the Accounts Division, the Peacekeeping Accounts Section deals exclusively with peacekeeping operations and its core function is the production of the annual peacekeeping financial statements covering both active and closed missions. With the objective of ensuring reasonable accuracy and timeliness of financial statements at year end, the Section monitors field accounts, consults with field missions on accounting issues and provides policy guidance and clarification, prepares critical analysis and reconciliations, and supports the resolution of known weaknesses and audit concerns on an ongoing basis throughout the year. Other core functions of the Section are the approval of obligations and payments to troop-contributing countries; the provision of cash to field missions for their ongoing cash requirements; the recommendation of changes in field petty cash levels and in panels of approving officers; and the recording of peacekeeping assessments and receipts and the processing of credits to be returned. The functions are scalable to the number and size of missions.

3. Office of Human Resources Management

157. The Office of Human Resources Management seeks to align the Organization's human resources capacity with its mission and changing mandates and to ensure that the Secretariat can carry out its functions effectively and efficiently, bearing in mind that over two thirds of the staff of the Organization are based in field operations. The Office continues to implement the United Nations human resources reform agenda in

field operations, using the Inspira system; implement outreach and sourcing strategies through strengthened collaboration with Member States, departments, external organizations and other United Nations entities; and identify high-quality candidates, with a particular emphasis on finding optimal candidates for positions in field operations and reporting to Member States on their respective national staff information. The functions of the Human Resources Policy Service are core and primarily not scalable, although there are periods of peak workload activity, for example, in the face of possible staff reductions and the implementation of major human resources reforms, when there is an inevitable increase in the need for legal and policy guidance, interpretation of conditions of service and compensation matters and the handling of staff appeals related to peacekeeping operations.

158. The functions of the Planning, Monitoring and Reporting Service are core capacity and include monitoring delegated authority for human resources; reporting on human resources to the General Assembly, Members States, intergovernmental bodies and management; and providing planning for human resources. The workload of the Learning, Development and Human Resources Services Division is affected by the number of cases and requests related to policy guidance and advice on the application of regulations and rules, rather than the size and number of peacekeeping operations. The workload tends to increase with the downsizing of the peacekeeping operations as they lead to the termination of appointments, the payment of termination-related entitlements and appeals. The role of the Medical Services Division is to increase the effectiveness of peacekeeping operations by optimizing the health of United Nations personnel. This is done through effective planning, coordination and monitoring, and the professional supervision of medical care at 15 peacekeeping missions. In addition, the Medical Services Division provides direction on medical evacuations and repatriations, engages in sick leave case management, provides medical opinions on disability claims for civilian staff and compensation claims for military personnel, issues credentials for all medical personnel of peacekeeping operations and provides medical clearance for the deployment of military staff. These functions are core capacity and partly scalable.

4. Office of Central Support Services

159. Procurement at Headquarters is not a purely transactional function, rather is strategic in nature, as it is almost exclusively dedicated to establishing and managing long-term agreements and highly specialized contracts, for example, for air chartering and complex information and communications technology solutions. Recognizing the strategic nature of the central procurement function, oversight bodies have recommended the implementation of new, additional long-term contracts (such as for global freight forwarding systems and for a wide-body jet) and more effective procurement methods (for example, using requests for proposal instead of invitations to bid), which increase complexities and workloads. Past surges in peacekeeping requirements have been met using existing resources or short-term measures, such as general temporary assistance positions, which are then discontinued. The complexity of the requirements for the support of peacekeeping operations has increased and is likely to continue to increase, for example, in respect of unmanned aerial systems, cloud computing and other technological advancements that call for a strong procurement function to handle sophisticated requirements. The functions of vendor management and outreach, compliance, oversight and training do not have a direct relationship with the overall size of peacekeeping operations, but they do have a critical impact on the efficiency, risk control and cost-effectiveness of those operations. Appropriate staffing of the procurement function is necessary for the diligent conduct of acquisition exercises, including negotiations, which can save the Organization millions of dollars, in the light of its $3 billion annual expenditure on goods and services.

160. The functions of the Archives and Records Management Section are not directly scalable to the size, number and scope of peacekeeping operations, but the Section does experience surge workloads related to the closure of peacekeeping missions and the transfer of records. In addition, the fact that emerging technologies are increasingly used in the peacekeeping missions to generate and store digital records (for example, databases, geographic information system maps, audio and video files and data from unmanned aerial systems) in far more complex formats posed new challenges in relation to transferring, validating, appraising, describing and preserving those digital peacekeeping records. Such peak workloads are met using the time-bound provision of additional capacity, such as general temporary assistance positions, to deal with the transfer and processing of records on mission closure, which would be scalable in that context. These functions are core capacity and partly scalable.

161. The Travel and Transportation Section provides direct support services to field staff in the areas of travel- and transportation-related issues, including the provision of guidance to peacekeeping missions on technical aspects of travel operations and support related to the Umoja travel solution. This benefits peacekeeping missions by supporting the continuous improvement and enhancement of the Umoja travel solution, including the standardization of travel processes, the development of advanced business intelligence reporting and the provision of policy and procedural advice on travel-related issues. In addition, the Section continues to manage the systems contract for the shipments related to all military observers and civilian police from contributing Member States. These functions are core capacity and partly scalable.

162. The Special Services Section fulfils core capacity functions in facilitating timely, reliable and cost-efficient mail and pouch services in support of peacekeeping operations. The services include processing and inspecting mail and pouch shipments to, from and between peacekeeping missions, ensuring compliance with the rules governing the use of the United Nations diplomatic pouch services, recording sensitive items, informing peacekeeping field personnel on policy and providing them with procedural advice and working closely with the contractual couriers to ensure the timely and accurate delivery of shipments. These functions are core capacity and partly scalable.

5. Office of Information and Communications Technology

163. The functions of the Office of Information and Communications Technology are not directly correlated to the number of missions, rather they are driven by the number and complexity of global applications and services supported (up from 23 in 2016 to about 35 at the end of 2017) and are therefore core capacity. The Office of Information and Communications Technology provides support for all enterprise-wide systems, including Inspira (a learning and recruitment platform used across the Secretariat and at field missions for talent management and staff evaluations with the ePerformance tool) and day-to-day operational support, ensuring quality control for software solutions and responding to requests. Further responsibilities include developing, deploying and supporting information technology systems for fuel, rations and contingent-owned equipment, operationalizing support procedures for new applications and services, and onboarding and providing on-the-job training for new support staff.

164. The Office of Information and Communications Technology also manages the support activities for the contact database of the United Nations Operations and Crisis Centre, which operates 24 hours a day, seven days a week, regardless of the number of missions. Its other responsibilities include performing functions related to innovation and partnerships in the area of information and communications

technology for the United Nations Secretariat, including peacekeeping operations. The potential of data-driven decision-making is increasing the demand for business intelligence and analytics services throughout the Organization. As such, the Office of Information and Communications Technology is providing business intelligence dashboards and reports to all entities, including those involved in peacekeeping. The Office of Information and Communications Technology also supports Nova, the enterprise identity management system, Umoja tier 3, enterprise and website applications and telecommunications for peacekeeping operations.

F. Office of Internal Oversight Services

165. Oversight functions are core activities. The Office of Internal Oversight Services has its own mission posts to ensure operational independence as mandated by the General Assembly in its resolution 48/218 B (see ST/SGB/273 of 7 September 1994). These are specialist backstopping services provided to peacekeeping missions, even if the workload fluctuates with the scale of the missions. The first field presence of the Inspection and Evaluation Division has been established in Entebbe, Uganda, generating significant efficiency gains in terms of output, as well as enabling better inspection and verification of the results and impact achieved by peacekeeping operations. There are also specific drivers relevant not only to the Division, but also to the Internal Audit Division and the Investigations Division, which include the level of risk in peacekeeping operations as assessed by the Divisions' peacekeeping risk assessment exercises. Other factors that have a bearing on the functions undertaken include the complex nature of mission mandates, the inherent risks present in larger and start-up missions, the reconfiguration of mission operations from peacekeeping to peacebuilding, other mission reconfigurations that have an impact on previously identified risk areas or that lead to the identification of new or emerging risks and changes in mission mandates that affect the force levels of military and police personnel or lead to the closure of team sites or mission locations. These functions are core capacity and partly scalable.

G. Executive Office of the Secretary-General

166. The Executive Office of the Secretary-General assists the Secretary-General in the establishment of general policy and in the exercise of executive direction in relation to the work of the Secretariat, and is not associated with specific missions and/or temporary mandates.

H. Office of Staff Legal Assistance

167. The Office of Staff Legal Assistance provides legal advice and representation to staff, former staff and the affected dependants of former staff in pursuing employment-related grievances and disciplinary matters in the United Nations internal justice system. Between its inception in July 2009 and 30 June 2017, the Office dealt with 9,328 cases through formal and informal channels. Of this number, 2,937 involved staff in peacekeeping operations, representing 28 per cent of the overall caseload. Consequently, staff members in peacekeeping missions in the field constitute the largest client group of the Office. The staff members serving in peacekeeping operations rely more on the Office for legal advice and representation than other staff members, as their options for obtaining professional and independent legal advice are more limited.

I. Office of the United Nations Ombudsman and Mediation Services

168. The positions in the Office of the United Nations Ombudsman and Mediation Services are not associated with specific missions or temporary mandates, and the support is based on workload statistics derived from peacekeeping missions in comparison to the overall workload. Downsizing should therefore not automatically have an impact on workload. On the contrary, in view of the nature of its mandate and activity, there is expected to be a reverse correlation between downsizing and the work of the Office, which is expected to increase in view of staff grievances associated with the termination of their contracts. The number of cases received by the Office rose to 582 submissions solely for peacekeeping operations in the period 2016/17, likely reflecting the difficult conditions of staff in high-risk security conditions, as well as the recent downsizing and closure of missions.

J. Ethics Office

169. In the Ethics Office, additional resources were approved for the period 2014/15 given the need for dedicated, independent procurement ethics services to cover third-party risks related to the use of vendors and the increasing reliance on implementing partners. This was against the backdrop of the Procurement Division requesting independent ethics reviews of several companies that were seeking reinstatement to the United Nations Global Marketplace, as well as of sanctioned vendors in backlog related to the oil-for-food programme. The nature of the advice requested by the Procurement Division had increased significantly in depth and breadth, in particular in relation to peacekeeping operations, for which the Ethics Office had provided advice on contracts worth close to $1 billion and had reviewed the corporate compliance and anti-corruption programmes of over 30 vendors (see A/68/742, paras. 629-632).

K. Office of Legal Affairs

170. From 2008/09 to 2017/18, the number of posts in the Office of Legal Affairs financed under the support account increased from 13 to 19, to respond to increased requests for legal advice and assistance relating to investigations, accountability and conduct and discipline, protection and safety and security-related matters, human rights and support for the rule of law and the administration of justice. The functions are critical to enable the Office to keep pace with the increasingly complex nature of peacekeeping operations. The challenges posed by these operational realities have a direct effect on all aspects of mission activities and on the nature and scope of legal advice that the Office of Legal Affairs is called on to provide. In many instances, these requests seek novel and innovative solutions, which are often time-consuming to develop. The nature and scope of such advice ranges from the interpretation and implementation of mandates, including the application of rules of engagement and other directives on the use of force; questions relating to human rights, humanitarian law and international criminal law; legal arrangements with host Governments and contributing Governments, including privileges and immunities; legal arrangements with other international organizations and partners; the interpretation and application of United Nations rules, regulations and policies; commercial procurement activities and other logistical support arrangements; the resolution of disputes and claims; the implementation and enhancement of the Organization's accountability measures; and advice on legal aspects of reform initiatives.

171. The provision of legal advice is a core activity to ensure that the multidimensional mandates of the Organization's peacekeeping operations are

conducted in accordance with applicable legal arrangements and that risks are mitigated and legal liability is limited. The Office of Legal Affairs has reported savings of millions of dollars in legal liability to the Organization's peacekeeping operations that have been realized because of the legal support and assistance provided by the Office. It has also been instrumental in developing new procedures and guidance to address operational challenges in peacekeeping operations. The Office of Legal Affairs has ensured that the privileges and immunities of missions and their members are protected and has intervened with host States, where necessary, to enable missions to operate effectively and efficiently in accordance with status-of-forces agreements and other legal arrangements. The nature of legal work is such that it has less to do with scalability and more to do with complexity. The downsizing, transitioning and liquidation of missions frequently lead to an increase, rather than a decrease, in the level of legal support required.

L. Department of Public Information

172. Two additional posts were established in the period 2007/08 to support content creation and distribution in the digital era. As video became a prevalent medium, it was necessary to create peacekeeping-related video content for the various platforms and outlets. One of the posts was with UNifeed, which transmits content to over 500 broadcasters around the world through Associated Press Television News, to coordinate and package video content from field missions, as well as covering stories at Headquarters. The other post was requested for long-form documentary and ad hoc production. The staff of the Department of Public Information has continued to comprise four posts since 2007/08.

M. Department of Safety and Security

173. The Peacekeeping Operations Support Section in the Division of Regional Operations of the Department of Safety and Security has been supporting peacekeeping missions since 2008 without any increases in its strength. Despite the addition of large and complex peacekeeping missions such as MINUSMA and MINUSCA, the increased workload has been absorbed by effectively distributing the mission responsibilities evenly throughout the Section, to the extent possible. As regards scalability, the reduction in staff levels in peacekeeping does not signal a reduction in the workload of the Peacekeeping Operations Support Section as the peacekeeping missions remain in place, with their corresponding security accountabilities and challenges, and require support and backstopping from Headquarters. In December 2016, the Secretary-General granted the Under-Secretary-General for Safety and Security the authority to unify the management of the Secretariat's safety and security resources under one department, the Department of Safety and Security. This will enable the provision of better support to United Nations programmes globally in the current and evolving security environment.

174. The Department of Safety and Security provides leadership, management and coordination for the safety and security resources of the Secretariat, ensuring a professional, mobile and flexible security workforce. To fulfil this function, more resources and capacity in the Department of Safety and Security may be needed.

175. The Mission Support Unit in the Department of Safety and Security is the only entity within the United Nations responsible for providing firearms instructor certifications to enable missions to have armed security personnel who are trained in accordance with the regulations of the United Nations and host Governments. Owing to the growth in the security threats to United Nations personnel in recent years, there

is increasing demand from peacekeeping missions for firearms training and other training related to the use of force led by the Mission Support Unit. The number and size of peacekeeping missions are key factors in the level of demand for firearms training and the workload and staffing requirements of the Unit. However, other drivers, such as the need for recertification, additional training for security personnel on emergency trauma or medical response, basic fire-fighting response and defensive or evasive driving have also contributed to the growing demand over the years.

N. Secretariat of the Advisory Committee on Administrative and Budgetary Questions

176. In the Secretariat of the Advisory Committee on Administrative and Budgetary Questions, an additional position was approved in the period 2015/16 in the context of increased workload. The Committee reviews a large number of items relating to peacekeeping activities, including requests for resources, reform proposals and policy changes. The reports on peacekeeping and related matters submitted to the Advisory Committee for review by the General Assembly represent approximately 30 per cent of the Committee's workload.

O. Office of the United Nations High Commissioner for Human Rights

177. In 2011, the Office of the United Nations High Commissioner for Human Rights carried out a preliminary assessment of needs and identified a gap in dedicated human rights backstopping to United Nations peacekeeping operations, which it addressed in the policy on human rights in United Nations peace operations, concluded by the Office and the Departments of Peacekeeping Operations and Field Support in response to peacekeeping mandates. Since then, the Office has adopted a strategy to present its needs progressively to Member States by targeting the most urgent priorities year by year, focusing first on establishing a minimum core capacity with dedicated expertise on the integration of human rights in peacekeeping, now housed in the Peace Mission Support Section in New York. This staggered and targeted approach has allowed the Office to ensure that it maintains the ability to manage its additional resources, integrate new functions into the Office structure and absorb new incumbents, including through recruiting and training new staff and reassessing its needs on a yearly basis to respond to current requirements. This approach has enabled the Office to continually evaluate how additional resources impact overall delivery to the Departments of Peacekeeping Operations and Field Support and how the work carried out by the Office and the two Departments is mutually reinforcing, as well as to validate the actual needs to be addressed each year.

VII. Previous studies on the evolution of the support account

178. As noted in paragraph 10 above, the present review draws on the findings of past studies, which include two extensive reviews by consultants and two in-depth internal reviews conducted on the support account.

179. Previous studies of the scalability and evolution of the support account for peacekeeping operations arose from questions posed by the legislative bodies with a view to understanding, inter alia: (a) the rapid changes in the overall level of peacekeeping operations; (b) the perceived fragmentation and potential duplication of backstopping functions; and (c) the totality of backstopping activities to peacekeeping operations, not only those under the support account but also those

under the regular budget and from voluntary contributions, including in-kind contributions, such as gratis personnel. As pointed out by the Advisory Committee in paragraph 11 of its report on the support account of April 2005 (A/59/784), it was obvious that the mechanism of the support account had evolved well beyond what was originally foreseen.

180. The four studies considered in this section, covering the period from 1998 through 2018, examined each of these questions. The highlights of the studies outlined below describe how the Secretariat responded to the challenges it faced over the years.

181. A summary of approved staffing by department and office is summarized in table 9.

Table 9
Summary of approved staffing, 1997/98, 2007/08 and 2017/18

Department office	*Approved staffing 1997/98*	*Changes*	*Approved staffing 2007/08*	*Changes*	*Approved staffing 2017/18*
		Increase (decrease)		*Increase (decrease)*	
Department of Peacekeeping Operations	224	161	385	75	460
United Nations Office to the African Union	–	–	–	50	50
Department of Field Support	–	439	439	(19)	420
Department of Management	105	123	228	55	283
Office of Internal Oversight Services	11	146	157	(3)	154
Executive Office of the Secretary-General	3	4	7	(2)	5
Office of Staff Legal Assistance	–	–	–	1	1
Office of the United Nations Ombudsman and Mediation Services	–	8	8	3	11
Ethics Office	–	–	–	3	3
Office of Legal Affairs	3	11	14	5	19
Department of Public Information	–	4	4	–	4
Department of Safety and Security	–	20	20	(2)	18
Secretariat of the Advisory Committee on Administrative and Budgetary Questions	–	–	–	2	2
Office of the United Nations High Commissioner for Human Rights	–	–	–	10	10
Total	**346**	**916**	**1 262**	**178**	**1 440**

A. In-depth evaluation of human resources requirements at Headquarters (1998)

182. In 1997, the General Assembly, in paragraphs 6 to 9 of its resolution 51/239 A, requested the Secretary-General to submit a comprehensive budget proposal on the total requirement for human resources from all sources of funding to enable the Assembly to decide on the level of human resources required; and to carry out an in-depth evaluation and submit a budget proposal to reflect as closely as possible the overall evolution of peacekeeping trends, including any relevant restructuring of the various divisions and units involved in backstopping activities, taking into account the lessons learned from previous years' experience of operating the support account and the workload relating to closed and completed missions.

183. The report of the Secretary-General on the support account for the period 1998/99 (A/52/837) stated that in arriving at resource requirements for the Department of Peacekeeping Operations and other departments and offices involved, the Secretary-General had taken into account all of the above considerations.

184. With regard to the Department of Peacekeeping Operations, the in-depth evaluation and comprehensive review of its total human resources requirements revealed that the number of regular budget posts (55) together with the number of authorized support account posts (224) would not be adequate to support the anticipated workload. A needs assessment was also carried out of all functions performed by gratis personnel, the results of which were reflected in the budget report.

185. The budget report also included the results of a review into areas of possible duplication in the work of the Department of Political Affairs and the Department of Peacekeeping Operations. Specifically, a review had been carried out as to whether there was an overlap between the regional divisions of the Department of Political Affairs and the Office of Operations in the Department of Peacekeeping Operations, both of which were organized along geographical lines. The review concluded that the division of labour between the two Departments was clear. The regional divisions in the Office of Operations in the Department of Peacekeeping Operations were devoted to the day-to-day as well as the longer-term requirements for the smooth functioning and overall success, within the Security Council's mandate, of assigned peacekeeping operations. The regional divisions in the Department of Political Affairs were devoted to the analysis of larger political trends and the formulation of options for preventive diplomacy and peacemaking, especially in countries in which no peacekeeping operation was in place (see A/52/837, para. 25).

186. One lesson drawn from the analysis of peacekeeping trends was that by the time a crisis broke, it was too late to build the Secretariat capacity required to address it. That was the hardest lesson learned from Bosnia and Herzegovina, Cambodia and Somalia. The Department of Peacekeeping Operations was being built while those operations were already under way. By the time the mandate of the United Nations Protection Force had ended, the Department of Peacekeeping Operations was just beginning to approach the capacity to conduct operations that had been lacking in earlier years. The capacity to implement Security Council decisions over and above the level of existing operations had to be given due consideration.

187. The Secretariat maintained its consistent position that there was no direct linkage between the total dollar level of all active peacekeeping operations and the backstopping workload performed at Headquarters. Smaller missions required no less support than larger missions and could be more complex to administer; especially in the case of certain missions when the Security Council decided to authorize short mandate period extensions accompanied by their conversion and renaming into new follow-on missions that might or might not entail corresponding modifications to their mandates and related operational requirements within the same financial period.

188. The Advisory Committee on Administrative and Budgetary Questions, in its reports on the support account (A/52/892 and A/53/418), did not accept the conclusion, which it considered to be overly simplistic (see A/52/892, para. 10), bearing in mind that the total level of expenditure on peacekeeping operations had decreased from a peak of more than $3 billion to around $1 billion. The Advisory Committee commented that despite all the explanations of the need to maintain minimum capacity and reference to the support required to plan for future missions, or for those that did not materialize, the fact remained that a diminution of more than two thirds must have a significant impact on support requirements in the Department of Peacekeeping Operations and other departments where areas, such as procurement,

would be particularly affected by diminished workload, increased delegation to the field and other reform measures (see A/53/418, para. 7).

189. The Advisory Committee was also concerned about what appeared to be excessive fragmentation in the organizational structure of the Field Administration and Logistics Division, which comprised a large number of small units. It requested that the structure be reviewed and that the results of that review be reflected in the proposed budget for the support account for the period 1999/2000 (see A/53/418, para. 41).

190. The Advisory Committee also remarked that in its earlier report (A/51/906) it had commented on the absence of workload statistics and noted that the provision of raw data without a qualitative analysis was of limited use. The Advisory Committee recalled that it had recommended that the Secretariat should develop an appropriate format for the systematic presentation of a meaningful workload analysis (see A/53/418, para. 3). It did, however, find useful the inclusion in the report of the Secretary-General of a summary of the workload indicators for the Peacekeeping Financing Division for 1992–1997 (see A/53/418, para. 63).

191. The Secretariat took on board the recommendations, which were endorsed by the General Assembly in its resolution 52/248, adopted in June 1998. The proposed budgets for the support account for the periods 1999/2000 (A/53/854/Add.1) and 2000/01 (A/54/800) provided a detailed analytical review of the relationship between the Department of Political Affairs and the Department of Peacekeeping Operations and, for all departments, an analysis of five-year historical workload statistics and projected workload statistics for the budget period, as well as an analysis of resources from all sources of funding, including the programme budget and extrabudgetary sources.

192. The Advisory Committee acknowledged the increased information on workload statistics provided for all departments and offices, but noted that the workload data was not analysed in terms of resource allocation and proposed resources. It remained convinced there was a need to better analyse the implication of raw workload data to identify bottlenecks and other management issues that needed to be addressed either by existing or proposed resources. Such analysis would provide a better basis for the Secretary-General's proposals for the support account (see A/54/832, para. 14).

193. At about this time, the Secretary-General was presenting his programme for reform, as set out in his report entitled "Renewing the United Nations: a programme for reform" (A/51/950), which included proposals for results-based budgeting (A/53/500). The General Assembly endorsed results-based budgeting in its resolution 55/231, subsequent to which results-based budgeting was introduced in the proposed budget for the support account for the period 2002/03 and approved in General Assembly resolution 55/271.[7] The aim was to shift gradually from keeping workload statistics to measuring accomplishments by using predefined indicators for which individual units are responsible (A/56/885). After initial reluctance (see A/56/941,

[7] The support account budget report for 2002/03 (A/56/885) proposed four expected accomplishments, derived from the recommendations contained in the report of the Panel on United Nations Peace Operations, reports of the Special Committee on Peacekeeping Operations and the subsequent proposals of the Secretary-General to implement the recommendations of the Panel. The Advisory Committee on Administrative and Budgetary Questions commented on the expected accomplishments in its report, but did not recommend any changes and they were subsequently adopted by the General Assembly in its resolution 56/293. One of the four expected accomplishments (reoriented management culture) was dropped in the budget for 2004/05 as being an internal management matter. Since then the expected accomplishments have remained relatively unchanged, apart from minor refinements or improvements to the presentation recommended by the Advisory Committee.

para. 8) and subsequent improvements, the Advisory Committee welcomed results-based budgeting (A/57/776) and, from 2003/04, workload statistics were no longer included in the support account performance reports or budget proposals.

194. The above took place against a surge, once again, in the budget level for peacekeeping operations, which increased from the initial estimate of $650 million for the period 1999/2000 to about $1.4 billion by December 1999, and exceeded $2 billion for 2000/01. Thus, the contraction in the level of peacekeeping operations, which precipitated the review, was relatively short-lived and the overall level of peacekeeping operations continued to increase steadily.

B. Study on the evolution of the support account by external consultants (2009)

195. In 2008, in its resolution 62/250 on the support account for peacekeeping operations, the General Assembly reiterated its request contained in paragraph 13 of its resolution 60/268 and paragraph 32 of its resolution 61/279, and urged the Secretary-General to submit the comprehensive report on the evolution of the support account at the second part of its resumed sixty-third session within the context of his next budget proposal for the support account. In response to this request, the Secretariat commissioned a study on the evolution of the support account by external management consultants, the findings of which were presented in the budget for the support account for the period 2009/10 (A/63/767).

196. The study took into account detailed analyses, stakeholder interviews and findings from the previous relevant studies, and sought to identify the key drivers of the historical growth in the support account budget, looking at potential drivers, such as the increase in the scale of peacekeeping missions, the increasing complexity of environments in which missions were being deployed, a general broadening of mission mandates, and an increase in the number and quality of services provided by the support account, as well as identifying opportunities for enhancing efficiencies in the management of support account activities. The external consultants included the caveat that many of the conclusions and recommendations would require considerable follow-up work in order to be fully actionable, pointing out that the study constituted a retrospective analysis based on historical peacekeeping data and that the findings of the study would hold true as long as the general trends of the past continued.

197. The study noted that over time the core role of the support account had changed from backstopping to a centre for support services, as the nature of the missions and the demands placed on peacekeeping personnel had evolved. Despite the overall increase in new posts for the support account over time, the workload analysis suggested that the support ratio (defined as mission personnel per support account post) was higher than the levels preceding the issuance of the report of the Panel on United Nations Peace Operations, and the number of support account posts had not kept pace with increases in the volume and complexity of transactions.

198. The study also found minor opportunities for improvements in efficiency and economy, including better use of information technology, revised delegation of authority and other process enhancements. Gains from such improvements were expected to be utilized to meet increasing demand rather than to capture expense reductions.

199. The study concluded that the evolution of the support account could be explained largely by the growth in the scale of peacekeeping activities and the increasing political instability of the environments in which missions were operating, as measured by the World Bank worldwide governance indicator of political stability

and the absence of violence, which measured the perceptions of the likelihood that the Government would be destabilized or overthrown by unconstitutional or violent means, including domestic violence and terrorism, and that the remaining drivers appeared to be implicitly captured by the two main drivers.

200. As to the staffing model for the support account, the external consultants proposed the determination of staffing requirements based on the required core capacity constituting the majority of posts in the support account (multi-year, multi-mission, adjusted when new capacities, or enhancement of capacities are required), transactional (tied to missions or mission-related transactions driven by their volume, with the related support account staffing requirements regularly reviewed and adjusted according to workload indicators) and temporary (utilized and adjusted in response to the sudden increase in the volume of transactions). At the same time, the consultants pointed out that while the proposed staffing model could be used to fine-tune the support account staffing requirements to sustain core capacities in line with the changing mandates of peacekeeping missions and provide mission support commensurate with demand, the proposed approach was conceptual and would require further analysis to define, classify and detail current posts as core or transactional over a two- to three-month time frame.

201. The Secretariat noted that implementation of the conceptual staffing model proposed by the external consultants would require considerable effort to define and quantify the core, transactional and temporary support account staffing requirements for the 22 occupational groups represented in the support account, which would require the engagement of independent external specialized management expertise. It was indicated that, should the General Assembly wish the Secretariat to undertake such a study, the related resource requirements would be included in the proposed support account budget for the period 2010/11 (see A/63/767, para. 61).

202. Taking into account the concerns expressed by the Advisory Committee (see A/62/855), as endorsed by the General Assembly in its resolution 62/250, the Secretariat committed to fully rejustify the totality of support account staffing requirements in the context of the proposed budget for the support account for the period 2010/11 (see A/63/767, para. 63).

C. Internal review and rejustification of staffing (2010)

203. In its resolution 63/287, the General Assembly took note of paragraph 45 of the report of the Advisory Committee (A/63/841) and requested the Secretary-General to include in the rejustification of the totality of support account staffing requirements information on and an analysis of the following, taking into account the relevant legislative mandates:

(a) The lead agency, entity, department and/or office for major strands of activity and the scope of their respective responsibilities;

(b) A comprehensive assessment of the evolution of the support account;

(c) Related human resources funded from the regular budget and other sources of funding, including in other departments of the Secretariat, resources in field missions and, where relevant, the specialized agencies and funds and programmes;

(d) The impact of the requested resources with respect to the improvement of the administrative and financial management of peacekeeping operations;

(e) All functions covered by the proposed resources other than that of backstopping peacekeeping operations;

(f) The impact of information and communications technology initiatives, including related business process improvements, on enhancing productivity and on the level of resources requested;

(g) The outcome of business process improvements;

(h) Lessons learned from recent experience in operating the support account, including on the conversion of general temporary assistance positions to posts.

204. The rejustification requested by the General Assembly was contained in two addenda to the budget of the support account for the period 2010/11 (A/64/697/Add.1 and A/64/697/Add.2). The first included a staffing table for each department or office and a brief summary of its functions and organization; and the second included a table comprising the following elements for each division or office:

(a) Description of the mandate/mission consistent with the relevant Secretary-General's bulletin;

(b) Authorized staffing establishment under the support account by grade level for the period 2009/10;

(c) Description of how the workload was distributed to achieve the mandate;

(d) Workload statistics or ratio of staff to clients served to demonstrate the overall staffing requirements;

(e) Other Secretariat entities performing similar functions and summary of fundamental differences between the mandated activities of the division or office and those of other entities performing similar activities.

205. The rejustification was based on the approved posts for the support account for the period 2009/10. The information provided included organization charts for the authorized 2009/10 staffing establishment at the department office level (and the division office level) (see A/64/697/Add.1).

206. The Advisory Committee regretted that the rejustification exercise was a compilation of existing posts and did not include information on significant transfers or reconfiguration among units or departments. The Committee had expected that a discussion among different offices in the Secretariat engaged in support functions would have taken place to review and reflect on the optimal structure to perform each function (see A/64/753, para. 20).

207. The Advisory Committee did not object to the Secretary-General's proposal for the engagement of an independent external management expert to follow up on the study in order to develop a staffing model that would attempt to relate support account staffing needs to the size and nature of peacekeeping operations, and requested that the results be reported to the General Assembly (see A/64/753, para. 19).

D. Study on the conceptual staffing model by external consultants (2011)

208. In June 2010, the General Assembly, in its resolution 64/271, approved resources for conducting the follow-up study to develop a conceptual staffing model for the support account. The detailed results of the study were included in the budget report for the support account for the period 2011/12 (A/65/761).

209. The study, which developed a staffing model and staffing formulae to determine staffing requirements for the support account, built on previous relevant studies, including an examination of historical data and trends in staffing for different functions, using regression analyses to test alternative potential drivers and identify

those that best explain staffing trends. Using quantitative and qualitative methods, the consultants developed staffing formulae, while addressing the following three questions: (a) whether the staffing complement of the support account for peacekeeping operations was achieving efficient, effective and economic support for peacekeeping operations; (b) whether there were opportunities for synergy between the field and Headquarters; and (c) how advances in information and communications technology could affect staffing requirements for the support account.

210. The study recognized that several factors, such as significant changes in mission complexity and conversions of general temporary assistance into posts could require changes to be made to the formulae. It was noted that interviews with senior managers at Headquarters and in the field, and surveys of senior managers in all missions, indicated that there was potential room to reduce staff numbers by:

(a) Tackling capability gaps in support account staffing by improving performance management practices, strengthening recruitment and providing more training and professional development support to staff;

(b) Simplifying policies and processes to improve both the effectiveness and the efficiency of the support account services provided to the missions. Some of this could be carried out in the context of Umoja or Global Field Support System implementation, while some could be accomplished through specific efforts to remove unnecessary duplicative steps in processes, clarify roles and responsibilities, and improve the delivery of final products that will not require reworking;

(c) Fully harnessing the potential of current and planned information and communications technology systems to reduce administrative work and share information among staff, units and missions.

211. It was further noted that the interviews and surveys also indicated a need to increase staff numbers in order to:

(a) Allocate more staff resources to higher value-added activities (such as career development and senior leadership planning);

(b) Reduce the unacceptably high workloads of some staff.

212. The consultants emphasized that only very detailed analyses of current activities, processes and staff workloads, and assessments of the requirements for potential new activities, might permit such a quantitative comparison to be made, and that even then, such work might not be successful in yielding clear answers.

213. The study noted that it was anticipated that any net adjustments would likely lie within the margins of error and, consequently, did not propose any adjustments to any of the formulae to "right-size" staffing levels for any function. Furthermore, it noted that all of the proposed changes would improve the efficiency and effectiveness of support functions for peacekeeping missions, and recommended that the Secretariat pursue all such opportunities.

214. The study highlighted the need to provide genuine flexibility in support account staffing in order to respond effectively to emerging and unforeseen issues. The consultants pointed out that it was not readily apparent whether the potential savings in staffing requirements realized by reducing capability gaps and improving processes were greater than, less than or equal to the additional staffing required for value-added activities and reductions in high workloads.

215. While recognizing that the formulae could serve as a useful tool in reviewing budget proposals, the Secretariat acknowledged the consultants' observation that they could not be used to determine precisely the staffing levels for different functions or replace carefully considered and justified budget proposals. Such a rigid approach

could result in understaffing for critical needs under special circumstances or overstaffing in cases where additional posts were not needed.

216. While the Advisory Committee recognized that there was a relationship between the level of support account resources and the overall level of peacekeeping operations resources, it was of the view that any staffing model or support account proposal must take into account the totality of resources available. They included support account posts, regular budget posts and other types of staffing designations, such as general temporary assistance positions, consultants and contractors at Headquarters and counterpart capacities in the missions and, if applicable, other field-based entities of the United Nations.

217. The Advisory Committee was of the view that there should be a determination of what constituted a core or basic capacity necessary to effectively manage and backstop peacekeeping operations and what constituted a scalable capacity that responded to changes in the level of peacekeeping activity. Such a determination should be accompanied by an assessment of the management capacities, structures and processes that could handle multiple tasks and functions with greater efficiency and coordination between Headquarters and the field (see A/65/827, para. 51).

218. The Advisory Committee was of the opinion that consolidation in the level of peacekeeping could lead to a further reduction in the proposed post and non-post resources for backstopping field operations, in view of the increases in capacity that have been provided as a result of successive reforms and on a regular annual basis. The Committee reiterated its view that, taking into account the benefits of initiatives and business processes, existing resource levels and management structures should be kept under review so that the existing resources could be reassigned, redeployed and reduced with a view to streamlining the backstopping of peacekeeping operations (see A/65/827, para. 55).

VIII. Summary and conclusion

219. As the present report demonstrates, the question of backstopping peacekeeping operations is long-standing and has been subject to periodic assessment since the creation of overload posts and the inception of the support account for peacekeeping operations in the early 1990s. It is often asserted that the support account is too complex to be scalable, but that is an oversimplification and belies the breadth of the portfolio of Headquarters functions supporting the field, many of which are scalable to the nature and level of activities in peacekeeping operations. The General Assembly, in paragraph 10 of its resolution 70/287, requested the Secretary-General to present a comprehensive review of the support account to ensure that the support account broadly corresponds to the evolving mandate, number, size and complexity of peacekeeping missions and to the implementation of organizational transformation initiatives.

220. Section VI above sets out the results of the Secretariat's assessment of the key factors underpinning backstopping support and illustrates the different drivers of demand. In many cases the underlying drivers relate to different stages in the life cycle of a given mission, or can be largely unrelated to the level of activity in a mission, with the result that peaks and troughs in the workloads of departments and offices do not move in concert across the entire support account.

221. As to whether the support account broadly corresponds to the evolving mandate, number, size and complexity of peacekeeping missions, if the relative levels of approved financial and human resources are taken as a proxy for scope and activity in the field and backstopping support, then, as depicted graphically in figures II, III

and VII and demonstrated in the statistical analysis presented in figures XI and XII, a strong correlation does exist.

222. In terms of measuring that correlation, workload statistics were maintained by Headquarters departments and offices and they were presented in the budget proposals and performance reports of the support account (see paras. 190-193). However, the legislative bodies found their usefulness to be limited and eventually they were replaced with the results-based budget framework.

223. The question remains as to whether a scalability model can be devised for backstopping functions. In the past, external consultants developed a mathematical staffing model for backstopping activities, but in the light of caveats and the refinement necessary, there was little inclination on the part of the Secretariat or the legislative bodies to develop it further for implementation (see paras. 215 and 216). This does not preclude scalability for backstopping functions, but it does indicate that scalability models ought to focus on highly transactional areas, which have the strongest correlation to demand levels in the field. This is under the auspices of the global service delivery model, presently under consideration by the General Assembly.

224. As provided in the report of the Secretary-General on the global service delivery model, it is proposed that a scalability model be an inherent part of the funding model to accommodate increases and decreases in workload. Standard costs will be calculated for the services to be provided by the shared services centre. Based on the service to be provided, the methodology for calculating the standard cost will be determined and will be reviewed on a periodic basis against actual costs and industry benchmarks (see A/72/801).

225. In addition to the scalability of backstopping support, there is the imperative to respond to the evolving mandates and complexities of peacekeeping missions.

226. The size and composition of the support account is largely the result of previous Secretariat initiatives, endorsed by the General Assembly, to respond to challenges and improve peacekeeping operations. These initiatives were articulated in independent reviews, such as the reports of the Panel on United Nations Peace Operations and the High-level Independent Panel on Peace Operations that were prepared for the Secretary-General, as well as other Organizational reform initiatives, such as that contained in the report entitled "An agenda for peace: preventive diplomacy, peacemaking and peacekeeping" (A/47/277), and the proposed reforms initiated by the Secretary-General that are presently under the consideration of the General Assembly. Such initiatives have strengthened support in connection with the rule of law, military affairs and human rights, as well as operational support, including support for troop-contributing and police-contributing countries, supply chain, enterprise resource management, human resources and security and safety of staff.

227. As provided in the report of the Secretary-General on the restructuring of the United Nations peace and security pillar (A/72/525 and A/72/772), the proposed new structure of the peace and security pillar will further reinforce the primacy of politics across the entire range of political and operational engagements on peace and security issues and enhance coherence and institutional continuity in supporting a specific country or region.

228. Finally, as indicated in the report of the Secretary-General on shifting the management paradigm in the United Nations (A/72/492), the proposed management reform will empower field missions through the alignment of the authority to manage resources with the responsibility for mandate delivery, thereby improving effectiveness by facilitating decision-making closest to the point of delivery and enhancing accountability for results. To balance greater authority in the complex field

environment, the Secretariat has also strengthened accountability, risk management and performance management, including through the procurement reform, the establishment of investigation capacity, cross-Secretariat mechanisms to prevent sexual exploitation and abuse and the strengthening of ethics, the role of the ombudsperson and management evaluation capacity.

IX. Action to be taken by the General Assembly

229. **The General Assembly is requested to take note of the present report.**

Annex

Key legislative documents

Document symbol	*Date*	*Author*	*Title*
A/3694	9 October 1957	Secretary-General	United Nations Emergency Force
A/44/725	14 November 1989	Advisory Committee on Administrative and Budgetary Questions	Administrative and budgetary aspects of the financing of the United Nations peacekeeping operations
A/44/868	11 December 1989	Advisory Committee on Administrative and Budgetary Questions	Administrative and budgetary aspects of the financing of the United Nations peacekeeping operations
Resolution 44/192	21 December 1989	General Assembly	Administrative and budgetary aspects of the financing of the United Nations peacekeeping operations
A/45/493	18 September 1990	Secretary-General	Support account for peacekeeping operations
Resolution 45/258	3 May 1991	General Assembly	Administrative and budgetary aspects of the financing of the United Nations peacekeeping operations
A/46/882	21 February 1992	Secretary-General	Restructuring of the Secretariat of the Organization
A/47/277-S/24111	17 June 1992	Secretary-General	An agenda for peace: preventive diplomacy, peacemaking and peacekeeping
A/47/655 and A/47/655/Corr.1	12 November 1992	Secretary-General	Support account for peacekeeping operations
A/48/403-S/26450	14 March 1994	Secretary-General	Improving the capacity of the United Nations for peacekeeping
A/48/403/Add.1-S/26450/Add.1 and A/48/403/Add.1/Corr.1-S/26450/Add.1/Corr.1	2 November 1993	Secretary-General	Improving the capacity of the United Nations for peacekeeping: addendum
A/48/403/Add.2-S/26450/Add.2	1 December 1993	Secretary-General	Improving the capacity of the United Nations for peacekeeping: addendum
A/48/470	22 October 1993	Secretary-General	Support account for peacekeeping operations
A/48/470/Add.1	27 May 1994	Secretary-General	Support account for peacekeeping operations

Document symbol	*Date*	*Author*	*Title*
A/48/757	14 December 1993	Advisory Committee on Administrative and Budgetary Questions	Support account for peacekeeping operations
Resolution 48/226 A	23 December 1993	General Assembly	Support account for peacekeeping operations
Resolution 48/226 B	5 April 1994	General Assembly	Support account for peacekeeping operations
Resolution 48/226 C	29 July 1994	General Assembly	Support account for peacekeeping operations
A/48/955	24 June 1994	Advisory Committee on Administrative and Budgetary Questions	Support account for peacekeeping operations
A/49/717, A/49/717/Corr.1 and A/49/717/Corr.2	28 November 1994	Secretary-General	Support account for peacekeeping operations
Resolution 49/250	20 July 1995	General Assembly	Support account for peacekeeping operations
A/49/904	24 May 1995	Advisory Committee on Administrative and Budgetary Questions	Support account for peacekeeping operations
Decision 50/473	23 December 1995	General Assembly	Support account for peacekeeping operations
A/50/876	29 February 1996	Secretary-General	Support account for peacekeeping operations
A/50/897	22 March 1996	Advisory Committee on Administrative and Budgetary Questions	Support account for peacekeeping operations
Resolution 50/221 B	7 June 1996	General Assembly	Support account for peacekeeping operations
A/51/906 and A/51/906/Corr.1	21 May 1997	Advisory Committee on Administrative and Budgetary Questions	Support account for peacekeeping operations
A/51/950 and A/51/950/Corr.1	14 July 1997	Secretary-General	Renewing the United Nations: a programme for reform

Document symbol	*Date*	*Author*	*Title*
Resolution 51/239 A	17 June 1997	General Assembly	Support account for peacekeeping operations
Resolution 51/243	15 September 1997	General Assembly	Gratis personnel provided by Governments and other entities
A/52/7	2 October 1997	Advisory Committee on Administrative and Budgetary Questions	First report on the proposed programme budget for the biennium 1998–1999
Resolution 52/220	22 December 1997	General Assembly	Questions relating to the proposed programme budget for the biennium 1998-1999
A/52/710	8 December 1997	Secretary-General	Phasing out the use of gratis personnel in the Secretariat
A/52/837 and A/52/837/Corr.1	20 March 1998	Secretary-General	Support account for peacekeeping operations
A/52/892	7 May 1998	Advisory Committee on Administrative and Budgetary Questions	Support account for peacekeeping operations
A/53/414	13 October 1998	Secretary-General	Human resources management reform
A/53/418	22 September 1998	Advisory Committee on Administrative and Budgetary Questions	Support account for peacekeeping operations
A/53/500	15 October 1998	Secretary-General	Results-based budgeting
A/53/854/Add.1	4 March 1999	Secretary-General	Support account for peacekeeping operations: addendum
A/54/648	10 December 1999	Secretary-General	Support account for peacekeeping operations
A/55/253 and A/55/253/Corr.1	1 August 2000	Secretary-General	Human resources management reform
A/55/305-S/2000/809	21 August 2000	Secretary-General	Report of the Panel on United Nations Peace Operations
A/55/502	20 October 2000	Secretary-General	Report of the Secretary-General on the implementation of the report of the Panel on United Nations Peace Operations
A/55/507	27 October 2000	Secretary-General	Resource requirements for implementation of the report of the Panel on United Nations Peace Operations

Document symbol	*Date*	*Author*	*Title*
A/55/507/Add.1	27 October 2000	Secretary-General	Resource requirements for implementation of the report of the Panel on United Nations Peace Operations: addendum
A/C.4/55/6	4 December 2000	Special Committee on Peacekeeping Operations	Comprehensive review of the whole question of peacekeeping operations in all their aspects
A/55/676	8 December 2000	Advisory Committee on Administrative and Budgetary Questions	Implementation of the report of the Panel on United Nations Peace Operations
Resolution 55/238	23 December 2000	General Assembly	Questions relating to the programme budget for the biennium 2000–2001
A/55/735	17 January 2001	Secretary-General	Experiences learned from the use of resident auditors at peacekeeping missions
A/55/862	27 March 2001	Secretary-General	Budget for the support account for peacekeeping operations for the period from 1 July 2001 to 30 June 2002
A/55/977	1 June 2001	Secretary-General	Implementation of the recommendations of the Special Committee on Peacekeeping Operations and the Panel on United Nations Peace Operations
Resolution 55/271	14 June 2001	General Assembly	Support account for peacekeeping operations
A/55/1024	31 July 2001	Special Committee on Peacekeeping Operations	Comprehensive review of the whole question of peacekeeping operations in all their aspects
A/C.5/55/46 and A/C.5/55/46/Corr.1	9 August 2001	Secretary-General	Comprehensive review of the whole question of peacekeeping operations in all their aspects
A/C.5/55/46/Add.1	8 August 2001	Secretary-General	Comprehensive review of the whole question of peacekeeping operations in all their aspects: addendum
A/56/478	16 October 2001	Advisory Committee on Administrative and Budgetary Questions	Implementation of the report of the Panel on United Nations Peace Operations
A/56/619	13 November 2001	Advisory Committee on Administrative and Budgetary Questions	Safety and security of United Nations personnel

Document symbol	*Date*	*Author*	*Title*
Resolution 56/241	24 December 2001	General Assembly	Comprehensive review of the whole question of peacekeeping operations in all their aspects
A/57/494	7 October 2002	Secretary-General	Experience with resident investigators, including proposals and plans for the future review by the Advisory Committee on Administrative and Budgetary Questions in the context of peacekeeping budgets
A/57/732 and A/57/732/Corr.1	13 February 2003	Secretary-General	Budget for the support account for peacekeeping operations for the period from 1 July 2003 to 30 June 2004
A/58/715	17 February 2004	Secretary-General	Budget for the support account for peacekeeping operations for the period from 1 July 2004 to 30 June 2005
A/59/784	18 April 2005	Advisory Committee on Administrative and Budgetary Questions	Financial performance report for the period from 1 July 2003 to 30 June 2004 and proposed budget for the support account for peacekeeping operations for the period from 1 July 2005 to 30 June 2006
A/C.5/59/28	20 April 2005	Secretary-General	Comprehensive review on a strategy to eliminate future sexual exploitation and abuse in United Nations peacekeeping operations
A/C.5/59/28/Add.1 and A/C.5/59/28/Add.1/Corr.1	6 May 2005	Secretary-General	Comprehensive review on a strategy to eliminate future sexual exploitation and abuse in United Nations peacekeeping operations: addendum
Resolution 59/301	22 June 2005	General Assembly	Support account for peacekeeping operations
A/60/692, A/60/692/Corr.1 and A/60/692/Corr.2	7 March 2006	Secretary-General	Investing in the United Nations: for a stronger Organization worldwide
A/60/727	23 March 2006	Secretary-General	Budget for the support account for peacekeeping operations for the period from 1 July 2006 to 30 June 2007
A/60/807	20 April 2006	Advisory Committee on Administrative and Budgetary Questions	Financial performance report for the period from 1 July 2004 to 30 June 2005 and proposed budget for the support account for peacekeeping operations for the period from 1 July 2006 to 30 June 2007
A/60/846/Add.5 and A/60/846/Add.5/Corr.1	14 June 2006	Secretary-General	Investing in the United Nations: for a stronger Organization worldwide: detailed report: procurement reform

Document symbol	*Date*	*Author*	*Title*
A/60/898	21 June 2006	Secretary-General	Resource requirements for the Office of Internal Oversight Services under the support account for peacekeeping operations for the period from 1 July 2006 to 30 June 2007
A/61/228 and A/61/228/Corr.1	7 August 2006	Secretary-General	Human resources management reform
A/61/255	9 August 2006	Secretary-General	Investing in people
A/61/537	26 October 2006	Advisory Committee on Administrative and Budgetary Questions	Human resources management
A/61/668	13 February 2007	Secretary-General	Implementation of the recommendations of the Special Committee on Peacekeeping Operations
A/61/743	14 February 2007	Office of Internal Oversight Services	Report of the Office of Internal Oversight Services on the audit of the management structures of the Department of Peacekeeping Operations
A/61/786	7 March 2007	Secretary-General	Overview of the financing of the United Nations peacekeeping operations: budget performance for the period from 1 July 2005 to 30 June 2006 and budget for the period from 1 July 2007 to 30 June 2008
Resolution 61/261	4 April 2007	General Assembly	Administration of justice at the United Nations
A/61/858 and A/61/858/Corr.1	13 April 2007	Secretary-General	Comprehensive report on strengthening the capacity of the United Nations to manage and sustain peace operations
A/61/858/Add.1 and A/61/858/Add.1/Corr.1	17 April 2007	Secretary-General	Comprehensive report on strengthening the capacity of the United Nations to manage and sustain peace operations: addendum
A/61/937	1 June 2007	Advisory Committee on Administrative and Budgetary Questions	Comprehensive report on strengthening the capacity of the United Nations to manage and sustain peace operations
A/62/272	5 October 2007	Office of Internal Oversight Services	Report of the Office of Internal Oversight Services on the activities of the Procurement Task Force for the 18-month period ended 30 June 2007
A/62/272/Add.1	5 November 2007	Secretary-General	Report of the Office of Internal Oversight Services on the activities of the Procurement Task Force for the 18-month period ended 30 June 2007: addendum

Document symbol	*Date*	*Author*	*Title*
Resolution 62/228	22 December 2007	General Assembly	Administration of justice at the United Nations
A/62/582 and A/62/582/Corr.1	12 December 2007	Secretary-General	Strengthening investigations
A/62/7/Add.35	5 March 2008	Advisory Committee on Administrative and Budgetary Questions	Strengthening investigations
A/62/726	7 March 2008	Secretary-General	Comprehensive report on the consolidation of peacekeeping accounts
A/62/741	13 March 2008	Secretary-General	Preliminary report on the status of implementation of General Assembly resolution 61/279 on strengthening the capacity of the United Nations to manage and sustain peacekeeping operations
A/62/752	17 March 2008	Secretary-General	Report on the comprehensive analysis of the Office of Military Affairs in the Department of Peacekeeping Operations
A/62/758	20 March 2008	Secretary-General	Comprehensive report of conduct and discipline including full justification of all posts
A/62/814/Add. 1	8 May 2008	Independent Audit Advisory Committee	Budget for the Office of Internal Oversight Services under the support account for peacekeeping operations for the period from 1 July 2008 to 30 June 2009: addendum
A/62/855	5 June 2008	Advisory Committee on Administrative and Budgetary Questions	Financial performance report for the period from 1 July 2006 to 30 June 2007 and proposed budget for the support account for peacekeeping operations for the period from 1 July 2008 to 30 June 2009
Resolution 62/250	20 June 2008	General Assembly	Support account for peacekeeping operations
A/62/793 and A/62/793/Corr.1	9 April 2008	Secretary-General	Investing in information and communications technology: information and communications strategy for the United Nations Secretariat
A/62/793/Add.1	2 September 2008	Secretary-General	Investing in information and communications technology: information and communications strategy for the United Nations Secretariat: addendum
A/63/329	25 August 2008	Office of Internal Oversight Services	Report of the Office of Internal Oversight Services on the activities of the Procurement Task Force for the period from 1 July 2007 to 31 July 2008

Document symbol	Date	Author	Title
A/63/329/Add.1	15 September 2008	Secretary-General	Report of the Office of Internal Oversight Services on the activities of the Procurement Task Force for the period from 1 July 2007 to 31 July 2008: addendum
Resolution 63/262	24 December 2008	General Assembly	Information and communications technology, enterprise resource planning, and security, disaster recovery and business continuity
A/63/702 and A/63/702/Corr.1	3 February 2009	Secretary-General	Strengthening the capacity of the United Nations to manage and sustain peacekeeping operations
A/63/767 and A/63/767/Corr.1	16 March 2009	Secretary-General	Budget for the support account for peacekeeping operations for the period from 1 July 2009 to 30 June 2010
A/63/837	28 April 2009	Office of Internal Oversight Services	Report of the Office of Internal Oversight Services on the audit of the Secretariat's structure for managing and sustaining peacekeeping operations
A/63/841	1 May 2009	Advisory Committee on Administrative and Budgetary Questions	Strengthening the capacity of the United Nations to manage and sustain peacekeeping operations, performance report on the budget of the support account for peacekeeping operations for the period from 1 July 2007 to 30 June 2008 and proposed budget for the support account for peacekeeping operations for the period from 1 July 2009 to 30 June 2010
Resolution 3/287	30 June 2009	General Assembly	Support account for peacekeeping operations
A/64/633	26 January 2010	Secretary-General	Global field support strategy
A/64/697	5 March 2010	Secretary-General	Budget for the support account for peacekeeping operations for the period from 1 July 2010 to 30 June 2011
A/64/697/Add.1	30 March 2010	Secretary-General	Rejustification of posts financed under the support account for peacekeeping operations for the period from 1 July 2009 to 30 June 2010
A/64/697/Add.2	31 March 2010	Secretary-General	Rejustification of posts financed under the support account for peacekeeping operations for the period from 1 July 2009 to 30 June 2010
A/64/762	30 April 2010	General Assembly	Budget for the United Nations Office to the African Union
Resolution 64/271	24 June 2010	General Assembly	Support account for peacekeeping operations

Document symbol	Date	Author	Title
A/65/624 and A/65/624/Corr.1	13 December 2010	Secretary-General	Strengthening the capacity of the United Nations to manage and sustain peacekeeping operations
A/65/643	20 December 2010	Secretary-General	Progress in the implementation of the global field support strategy
A/65/669	29 December 2010	Secretary-General	Implementation of the integrated operational teams
A/65/761 A/65/761/Corr.1 and A/65/761/Corr.2	28 February 2011	Secretary-General	Budget for the support account for peacekeeping operations for the period from 1 July 2011 to 30 June 2012
A/65/765	1 March 2011	Office of Internal Oversight Services	Preliminary report on the implementation of the pilot project designated by the General Assembly in resolution 63/287
A/65/827	29 April 2011	Advisory Committee on Administrative and Budgetary Questions	Strengthening the capacity of the United Nations to manage and sustain peacekeeping operations, performance report on the budget of the support account for peacekeeping operations for the period from 1 July 2009 to 30 June 2010 and proposed budget for the support account for peacekeeping operations for the period from 1 July 2011 to 30 June 2012
A/66/340	12 October 2011	Secretary-General	Review of arrangements for funding and backstopping special political missions
A/66/591	7 December 2011	Secretary-General	Progress in the implementation of the global field support strategy
A/66/718	27 April 2012	Advisory Committee on Administrative and Budgetary Questions	Observations and recommendations on cross-cutting issues related to peacekeeping operations
A/66/755	28 March 2012	Office of Internal Oversight Services	Comprehensive report on the implementation of the pilot project designated by the General Assembly in resolution 63/287
A/66/779	2 May 2012	Advisory Committee on Administrative and Budgetary Questions	Budget performance for the period from 1 July 2010 to 30 June 2011 and proposed budget for the period from 1 July 2012 to 30 June 2013 of the support account for peacekeeping operations
A/66/779/Add.1	26 April 2012	Advisory Committee on Administrative and Budgetary Questions	Comprehensive report on the implementation of the pilot project designated by the General Assembly in resolution 63/287

Document symbol	Date	Author	Title
Resolution 66/264	21 June 2012	General Assembly	Cross-cutting issues
A/67/751	21 February 2013	Office of Internal Oversight Services	Comprehensive report on pilot project designated by the General Assembly in resolution 63/287
A/67/756/Add.1	10 April 2013	Secretary-General	Budget for the support account for peacekeeping operations for the period from 1 July 2013 to 30 June 2014: proposed resources as a result of the budget process review
Resolution 67/287	28 June 2013	General Assembly	Support account for peacekeeping operations
A/68/7	15 August 2013	Advisory Committee on Administrative and Budgetary Questions	First report on the proposed programme budget for the biennium 2014–2015
A/68/552	25 October 2013	Secretary-General	Progress on the implementation of recommendations related to strengthening information and systems security across the Secretariat
A/68/742	10 February 2014	Secretary-General	Budget for the support account for peacekeeping operations for the period from 1 July 2014 to 30 June 2015
A/69/572	11 November 2014	Advisory Committee on Administrative and Budgetary Questions	Human resources management
A/69/750 and A/69/750/Corr.1	30 January 2015	Secretary-General	Budget for the support account for peacekeeping operations for the period from 1 July 2015 to 30 June 2016
A/70/7	7 August 2015	Advisory Committee on Administrative and Budgetary Questions	First report on the proposed programme budget for the biennium 2016–2017
A/70/95-S/2015/446	17 June 2015	Secretary-General	Report of the High-level Independent Panel on Peace Operations on uniting our strengths for peace: politics, partnership and people
A/70/357	2 September 2015	Secretary-General	The future of United Nations peace operations: implementation of the recommendations of the High-level Independent Panel on Peace Operations

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A/70/742	20 April 2016	Advisory Committee on Administrative and Budgetary Questions	Observations and recommendations on cross-cutting issues related to peacekeeping operations
A/70/749	23 February 2016	Secretary-General	Overview of the financing of the United Nations peacekeeping operations: budget performance for the period from 1 July 2014 to 30 June 2015 and budget for the period from 1 July 2016 to 30 June 2017
A/70/751	22 February 2016	Secretary-General	Budget for the support account for peacekeeping operations for the period from 1 July 2016 to 30 June 2017
A/70/764	26 February 2016	Advisory Committee on Administrative and Budgetary Questions	Composition of the Secretariat: staff demographics
A/70/837	28 April 2016	Advisory Committee on Administrative and Budgetary Questions	Budget performance for the period from 1 July 2014 to 30 June 2015, financing for the period from 1 July 2015 to 30 June 2016 and proposed budget for the period from 1 July 2016 to 30 June 2017 of the support account for peacekeeping operations
Resolution 70/287	17 June 2016	General Assembly	Support account for peacekeeping operations
A/71/417	30 September 2016	Secretary-General	Global service delivery model for the United Nations Secretariat
A/71/551	14 October 2016	Secretary-General	Review of the United Nations Office to the African Union
A/71/883	28 April 2017	Advisory Committee on Administrative and Budgetary Questions	Budget performance for the period from 1 July 2015 to 30 June 2016, financing for the period from 1 July 2016 to 30 June 2017 and proposed budget for the period from 1 July 2017 to 30 June 2018 of the support account for peacekeeping operations
A/72/492	27 September 2017	Secretary-General	Shifting the management paradigm in the United Nations: ensuring a better future for all
A/72/525	13 October 2017	Secretary-General	Restructuring of the United Nations peace and security pillar
A/72/801	21 March 2018	Secretary-General	Global service delivery model for the United Nations Secretariat